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ABSTRACT

During the academic years 1975-76 and 1976-77 the Lilly Endowment provided funds for 13 internships and the Associated Colleges of Indiana provided support for another intern. The interns were placed at cooperating institutions that agreed to provide various specified experiences under the direction of mentors, in return for the interns' services. Two interns were postdoctoral students, and the rest were doctoral students. Specific evaluative comments were requested from the participants and discussed by all of them during a seminar at the end of each year. In addition, written evaluations were received from each mentor and intern (the form is appended). Each intern was interviewed. As a result of these successful experiences, two doctoral courses have been developed, a practicum and an internship. In this report, the individual internships are described, the evaluative procedures detailed, and the final evaluations summarized. (MSE)

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Evaluative Report To Lilly Endowment

Regarding The

PROGRAM FOR INTERNSHIPS IN THE ADMINISTRATION OF HIGHER EDUCATION

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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HE009171

INDIANA UNIVERSITY
Department of Higher Education
1975-1977 Academic Years

July, 1977

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I - SUMMARY OF THE INTERNSHIP PROGRAM

The Endowment provided $94,364.00 for five interns during the 1975-1976 academic year and eight interns in 1976-1977 year. A ninth internship was arranged with the Associated Colleges of Indiana. These interns were placed at cooperating institutions which agreed to provide various specified experiences under the direction of a mentor in return for the intern's services. In addition the department maintained close liaison with them during the year through visits by August W. Eberle or Robert H. Shaffer, through letters and telephone conversations and by means of departmental seminars, in January and May, 1976, and in September, February and May, 1977. The seminars were attended by faculty, and students from the Department of Higher Education and faculty, students and administrators from within the university. Three of the interns in each year's group had completed their doctoral degrees and were thus engaged in postdoctoral service but were in the department frequently. The other interns were working on their doctoral dissertations and were in the department frequently also. Of the 13 interns four had not completed their doctorate as of July 31, 1977. Thus, there was a close informal contact with them during the period as well as through the official arrangements.

In the nature of evaluation, specific comments were requested from the participants at the May seminars and discussion based upon them by all of the interns. In addition written evaluations were secured from each mentor and intern on a special evaluative form which is included in the appendix. Further, each intern was interviewed regarding his or her experiences and evaluations. Comments regarding the internship program in general were requested from each institutional mentor and other administrators with whom the interns might have worked. The evaluations and comments have been particularly valuable in helping the department formulate its permanent internship and practicum programs, a development which is probably the most significant long-range outcome of the total program.

II A - The 1975-1976 Interns

In accordance with the plan for the first year five internships were arranged for the 1975-1976 year as follows:

1. Division of Continuing Education, Merramec Community College, St. Louis, Missouri, with Dean James K. Lahr as mentor and Sister Jacqueline Dillon, doctoral candidate in the Department of Higher Education, as the intern. Sister Jacqueline's standing project was to study the educational needs and aspirations of retired individuals in four retirement centers and areas in the St. Louis area with the specific objective of helping the Division of Continuing Education of the Junior College District to plan an outreach program to senior citizens of all economic levels. In addition to questionnaires and personal interviews she used a variety of organizations to initiate and maintain programs with groups of retirees throughout the city. This project became her doctoral thesis subject. In addition to her standing project she served in the division's office by assisting with the regis-

tration of students, making arrangements for classrooms and courses, working with the graphic artists and printing services in developing printed materials for the division, assisting students with transportation problems, attempting to raise funds for scholarships for senior citizens to participate in the colleges continuing education programs, evaluating part-time personnel working in the office, interviewing persons to participate in special divisional projects, and interviewing and selecting speakers for various seminars conducted for the aging. She further assisted in the evaluation of all faculty participating in the division's seminars in all programs. She was employed on a regular appointment by Merramec following her internship.

2. Indiana Commission for Higher Education, Indianapolis, Indiana with Dr. Richard Gibb as mentor and Dr. Randy L. Farmer as the intern. Dr. Farmer had recently completed his doctorate in the Department of Higher Education and had as his general operating assignment service as a general administrative assistant to Dr. Gibb, carrying out special assignments made by him for preparing reports, serving as a liaison between him and other staff members on the commission and serving as his representative on a variety of projects and committees. During the session of the General Assembly, Dr. Farmer was specifically assigned to keeping track of a variety of legislative bills before the assembly and to make appropriate reports to staff members of the commission. Dr. Farmer was interested in the field of statewide coordination as a possible career and thus his service with the commission was particularly appropriate. He became assistant to the President, Illinois Wesleyan University, Bloomington, Illinois, upon the completion of his internship.

3. Vincennes University, Vincennes, Indiana, with Executive Vice President Jack L. Bottenfield as the mentor and Dr. Sam E. Namminga, Jr. as the intern. Dr. Namminga's standing assignment was to serve as an immediate assistant to Vice President Bottenfield. Specific duties included assisting the director of institutional research; preparing some specific reports needed by the higher education commission and government agencies; the preparation, writing and editing of applications for private and federal grants; preparation of position papers regarding various policies being discussed by the administrative staff and the faculty of Vincennes; serving on university committees; and the development, administration and evaluation of a workshop for the Community Services Division of Vincennes University. Dr. Namminga had a background in Germanic languages with prior experience in academic advising and student personnel services. He was particularly interested in utilizing his internship to broaden his experience sufficiently to be able to enter the fields of general academic administration or institutional research. He was appointed Coordinator of Institutional Research, Indiana University-Fort Wayne upon the completion of his internship.

4. School for Continuing Studies, Indiana University, Bloomington, Indiana, with Dean Robert W. Richey as mentor and Dr. Frank M. Parrish, III, as the intern. Dr. Parrish's specific operating assignment was to develop forms, procedures and policies for the initial implementation of the School of Continuing Studies which had recently been authorized for Indiana University. His general assignment included establishing liaison with a wide variety of offices, departments and academic programs within Indiana University to iron out procedural and policy questions raised by the new school's programs. In addition he represented Dr. Richey on a variety of committees and task forces. Dr. Parrish had recently completed his doctorate after serving several years as executive secretary of the Master of Business Administration program at the I.U. School of Business. Consequently his knowledge of Indiana University as an institution was particularly valuable in helping him make the greatest possible contribution in helping the School of Continuing Studies get started. Because of Dr. Parrish's experience in the School of Business he was very desirous of entering the adult and continuing education field. Thus his opportunity as an intern with the School of Continuing Studies gave him an opportunity to gain significant experience in administration of continuing education as well as experience first hand the problems of designing and initiating a new academic unit. He was appointed Director of Continuing Education, Indiana University-Northwest, Gary, Indiana, following his internship.

5. Office of the Vice Chancellor and Dean of the Faculties, IUPU-Indianapolis, Indianapolis, Indiana, with Vice Chancellor John C. Buhner as mentor and Richard Slocum as intern. Mr. Slocum, a doctoral candidate in the Department of Higher Education, served as immediate assistant to Vice Chancellor Buhner. His specific operating assignment was to develop policies and procedures for part-time faculty throughout IUPUI and to carry forward the completion of an academic policy handbook for the campus. Other duties consisted of coordinating and monitoring the process for approving changes in courses and degree programs throughout the campus, serving as liaison to the task force to implement the offering of college level courses to high school students both on the campus and at the high schools themselves, and to serve on a number of specific committees as representative of the vice chancellor's office. As a result of his experience Mr. Slocum developed a thesis topic concerning personnel policies for part-time faculty members in institutions of higher education throughout the country. It is anticipated that he will complete his thesis by December, 1977. His background had previously been in recreation, student union work and business management. He was desirious of securing experience in academic administration to enable him to enter that field and perhaps rise to top cademic administration ultimately. He was appointed Assistant to the University Director of Information and Computer Services, Indiana University, Bloomington, Indiana, following his internship.

II B - The 1976-1977 Interns

1. Information and Computer Services, Indiana University, Bloomington, Indiana, with Thomas W. West as mentor and Carolyn S. Cates as intern. Miss Cates was an English professor turned administrator with a growing interest in management information systems and long-range planning. Her work consisted primarily of coordinating publications related to I.U.'s Management Information System, assisting with the development of position papers and reports for the University Administrative Committee and for the Board of Trustees and acting as the office liaison with task forces developing a system-wide reporting network. In a small office she was able to participate as a regular staff member in all work involved in the further development of a management information system for all eight university campuses. She was appointed Research Associate, Far West Laboratory, San Francisco, California, following her internship.

2. School for Continuing Studies, Indiana University, Bloomington, Indiana, with Dean Robert W. Richey as mentor and Laura J. Evans as intern. The School of Continuing Studies was in only its second year of existence. The intern in this office had the experience of participating in establishing operating policies and procedures for a new academic division. This was the only office which was granted an intern for both years. The internship was so successful that the School has budgeted an intern for 1977-1978 and plans to continue the position indefinitely. Miss Evans was particularly interested in adult and continuing education and thus the assignment was particularly appropriate and rewarding.

3. Sauk Valley Community College, Dixon, Illinois, with Ronald F. Williams, Dean of Career Education as mentor and Richard V. Hamlin as intern. Mr. Hamlin is an individual with a background in sociology who has developed a strong professional interest in career education and development. He had never had experience in a junior college setting and thus profited greatly from this assignment. He taught in the data processing and social sciences area as well as completed a retention study which was used by the institution in a major analysis of its programs and missions.

4. DePauw University, Greencastle, Indiana, with Robert H. Farber, Acting President and Dean of the College as mentor and Dr. Steven T. Hurtt as intern. Dr. Hurtt had just completed his doctorate and was particularly interested in working with a top administrator in a small college setting with emphasis in general administration, planning and development. His duties at DePauw related to an ETS guided study of institutional goals and their relation to the allocation of institutional resources, a reassessment of graduation requirements, administration of winter term projects and general committee assignments. Because of Dean Farber's assignment to the Acting Presidency at the beginning of Dr. Hurtt's internship, the intern's duties were expanded considerably a great mutual advantage of Hurtt as well as the institution.

5. Cuyahoga Community College, Cleveland, Ohio, with Executive Vice Chancellor Robert E. Parilla as mentor and Dr. Jan H. Jonas as intern. Dr. Jonas coordinated the staff work of a newly established college-wide participatory governance system. Her duties included directing the staff and clerical support for five permanent college committees and the college forum for the three campuses. She is an individual with strong evaluative and analytical skills with a student personnel background. Thus, her assignment enabled her to move into an extremely delicate central office position where she performed so well that she was employed permanently. Her evaluative report of the governance system was a major item for consideration by the Board of Trustees and particularly its Planning and Management Committee with which she worked closely. Dr. Jonas has been retained in her position with the central administrative office of Cuyahoga Community College.

6. Franklin College, Franklin, Indiana, with Vice President Nolan C. Cooper as mentor and Dr. Bruce C. Landis as intern. Dr. Landis was a former student personnel administrator whose professional interests had broadened to include institutional development and planning. One of Vice President Cooper's main responsibilities for Franklin is development. Thus, he was able to involve Dr. Landis in the total range of development and alumni activities at a small college including writing letters, brochures and pamphlets, foundation and corporation visits, trustee and alumni meetings, budget building and computerizing of records and information. The experience was valuable to both the intern and the institution as evidenced by plans for maintaining the internship and Dr. Landis' securing the position of Associate Director of Development at Wilmington College in Ohio.

7. Indiana University Office of the Vice President for Bloomington, with Robert M. O'Neil as mentor and Yvonna Sessions Lincoln as intern. Ms. Lincoln is an individual with strong evaluative and research skills with a student personnel background. Thus many of her duties in the Vice President's Office consisted of preparing drafts of reports, serving as liaison with 11 campus task forces studying various aspects of the University, preparing materials for the North Central Accreditation Team which visited the Bloomington Campus in April, 1977, preparing materials for the Vice President in his work with the Faculty Council and its various committees. Vice President O'Neil has established an internship program for young faculty members to serve in his office, a development reinforced by, if not directly stimulated by, the success of the Lilly intern in his office. Ms. Lincoln has been appointed an Assistant Professor of Higher Education at University of Kansas, a position she was able to qualify for largely reinforced by the breadth of her internship experience.

8. Office of Research and Sponsored Programs, Indiana University-Purdue University, Indianapolis, with Dean Wendell F. McBurney as mentor and Dr. Charlie Nelms as intern. Dr. Nelms was particularly interested in securing experience in proposal writing, preparing grant requests and securing central office administrative experience in a complex institution. His internship at IUPU-I fulfilled his expectations to a maximum degree. Approximately one half of his time was spent in information and dissemination activities, a fourth in specific application and grant implementation procedures and the remainder in administrative functions, participation in meetings and preparing reports. He has been employed at the University of Arkansas at Pine Bluff, his alma mater. While his return to his alma mater is not a direct outgrowth of his internship, his duties will include major responsibility for preparing grant requests in the special and non-traditional student categories.

9. Associated Colleges of Indiana, Indianapolis, with Dr. John Z. Martin as mentor and Mr. James D. Yunker as intern. Mr. Yunker is a young college administrator who hopes to make college fund raising and development his professional career. His internship with the Associated Colleges was funded by a grant from the Lilly Endowment and thus was not supported by the internship project. However, except for the funding, Dr. Martin and Mr. Yunker participated fully as regular participants in the project including participation in the seminars. Yunker's work consisted of service as the assistant director of the Associated Colleges with full participation in the activities of the organization. He gained particularly valuable experience beyond his assigned duties when for an approximate two month period his mentor became ill. Mr. Yunker has been employed as president of the Oklahoma Independent Colleges Foundation in Oklahoma City. His new position is a direct result of his internship experience with the Associated Colleges.

III - DEPARTMENTAL SEMINARS WITH INTERNS

In addition to the seminars with the interns themselves an important aspect of the program was to provide input into the Department of Higher Education through seminars at which the interns would report to faculty, students and other guests concerning their experiences, observations and perspectives. The first such reporting seminar was held on January 23-24, 1976, and the second held February 10-12, 1977 in the Indiana Memorial Union on the Bloomington campus. The participant-consultants as provided by the program were David D. Henry, president-emeritus of the University of Illinois and a member of the Carnegie Commission on Higher Education for the first seminar and John D. Millett, now of the Academy for Education Development for the second. The participants included all of the interns, their mentors from their various institutions, the Department of Higher Education faculty

members, doctoral students from the Department of Higher Education, invited administrators from the university and, for portions of the period, faculty members and doctoral students from other departments from the Bloomington campus. The seminars were an unqualified success serving to stimulate active discussion and examination of a wide variety of topics. Reference was made to seminar discussions in many courses during the second semester. Many of the students who participated in the seminars referred frequently to the material covered in them on their doctorate examinations which were written in February of each year. The final evaluative seminars were held on May 3-4, 1976 and May 5-6, 1977. At these seminars attention was focused on the evaluation of the program, sharing of experiences and perspectives among the interns themselves, the application of their experiences and knowledge gained to specific jobs and analysis of the program and its contributions to the upgrading of the department. No outside consultant was secured for these sessions. Again, the opportunity for young professionals to report to students and faculty concerning their initial experiences in active, demanding jobs in the field was most valuable to the department. The measure of the value placed upon the seminar was evident by the word passed among doctoral students themselves to be sure to attend the seminars as a means of preparing for the next round of doctoral examinations.

The seminar program proved to be such a valuable addition to the total departmental effort that it will be continued in the future. Seminars will be built upon the current and previous experience of doctoral students augmented by their doctoral research. Following the pattern of the 1977 seminar (See Program Appendix) teams of four or five students will prepare collaborative reports on their specialized interests, experience and research and present them to other doctorate students, departmental faculty and invited guests. Students have already shown a great interest in the January, 1978 seminar and it appears there will be a full, two-day program.

IV - CONTINUED INTERNSHIPS AND PRACTICUMS

As a result of the very favorable experience with the intern program the Department has formally established two doctoral-level courses, Education C747, Practicum, and Education C760, Internship in Administration of Higher Education. These courses enable doctoral students to gain some academic credit for their work but more importantly provide a rationale or basis for the department's exerting a degree of control over the quality of practicum and internship experience. A major lesson learned from the internship program was that the department could capitalize on job opportunities of its doctoral students by injecting a sound, purposeful educational orientation. In this way professional experience will contribute even more significantly to the professional growth of our doctoral students. Practically all doctoral students work in some phase of a college or university while they are completing their degrees. This experience has varied in value ranging from mere financial support for the student to challenging, professional involvement in the administration of higher education.

Not only will the emphasis on educational outcomes make work experience more valuable for the individual doctoral student but also the procedures for reporting on such experience to other doctoral students and the faculty will multiply its value for others. It will enable all doctoral students to gain broader perspectives and insights. Perhaps as importantly, the reports and discussions will provide significant feedback into the department and its offerings and thus be a constant source for updating and strengthening class content and faculty production.

In short, the seminar program resulting from the intern program contributed significantly to the department and will continue to do so in the future.

V - EVALUATIVE PROCEDURES

A. Functional Evaluation: The evaluation procedure provided guidelines to the internship experiences as well as a basis for final evaluation of the year. As exemplified by the form in Appendix A the written evaluations focused upon the following specific functions with emphasis upon an analysis and evaluation of the tasks performed or observed under each of the following headings:

1. Operations
2. Policy Making
3. Policy Interpretation
4. Policy Implementation
5. Staff Selection
6. Staff Supervision
7. Staff Development
8. Budgeting
9. Evaluation
10. Communication

In addition the form had three open-ended questions asking for a description of any other administrative functions, a listing of the most valuable aspects of the internship and suggestions for improving the internship experience.

1. Operations: As described in the section listing the internships, most of the specific experiences seem to be related to the regular operating assignments within the offices served. Evaluative sheets and letters described a wide variety of specific duties performed in the various offices. In addition practically all interns observed or participated in policy formulation, budget preparation and committee work.

2. Policy Making, Policy Interpretation and Policy Implementation: As it would be expected most of the experiences for both years in the area of policy making were observing policies being made and contributing information to those involved in the actual decision making rather than policy making as such. However in every case the interns were permitted to sit in on top level decision and policy making bodies and thus gained insight and perspectives which very few young professionals would have the opportunity to gain at such an early stage in their professional development. With regard to policy interpretation most of the interns

carried out assignments in this area but did not devise the interpretation of existing policy. In the area of policy implementation, most of the experience consisted of providing information to superiors necessary to make decisions regarding the evaluation and implementation of established policy rather than implementing policy initially. However, all interns had standing operating assignments which required adherence to and interpretation of policy.

3. Staff Selection and Supervision: In general the interns were not concerned with staff selection and supervision. One of the minor difficulties in which one intern became involved and which had to be resolved derived from an assignment requiring staff supervision but occurred without the consent or understanding of the staff member being supervised. The resolution of this difficulty was achieved without harm to the program and in fact was an excellent learning experience for all involved in the total internship program. Service as a liaison for a superior with task forces and committees sometimes required staff support which needed clarification.

4. Staff Development: Most of the interns participated in staff development programs. They were able to contribute significant content material as well as help organize inservice workshops and training sessions.

5. Budgeting: Most interns gathered data and wrote reports for the budgeting process and observed the process as it was carried out in the offices in which they worked. However, most did not have major responsibility in this area.

6. Evaluation: Practically all the interns engaged in evaluative projects of one type or another and felt this to be particularly valuable part of the experience. They were impressed with the degree that offices in most institutions now were being forced to have specific hard data for evaluations to support requests, proposals and policy recommendations. Several commented during the seminars and in other discussions that even though they had been introduced to the concepts of evaluation they had thought many of them were academic until they had to evaluate policies and procedures in their work.

7. Communication: All of the interns were engaged in activities under this heading and were tremendously impressed with the difficulties of communication in all of their offices and institutions. While this experience and observations were particularly new, it reinforced the department's emphasis upon communication skills, procedures, attention to effective communication and the importance of initiating specific arrangements to facilitate communication.

B. General Evaluative Comments: In response to questions asking about the most valuable learnings gained from their experiences, a wide variety of observations, perceived learnings and reactions were secured. One of the most emphatic was the value gained from observing different management styles by top administrators, some of whom might be in conflict with each other but who had to work together closely. A major session of the final seminars each year was devoted to this particular topic. Another observation had to do with the workings of the committee structure in academia. It might be an exaggeration to say that all of the interns felt that the committee method was not particularly effective or efficient and most had a certain amount of negative reaction from the emphasis upon committees as such. Organizational theory is a major aspect of the curriculum in the Department of Higher Education. Most of the interns felt that their participation as an intern rather than as a staff member enabled them to both observe and participate in the application of organizational theory in a way that a new, low level staff member would not have. This topic was a major item of discussion at both seminars. Another value mentioned by practically all interns was the opportunity to observe and sometimes participate in top level policy discussions. Again most felt that they had gained significantly from their special status. In summary without exception all interns felt that the year was a particularly valuable one in their professional development and one which could rarely be duplicated. Each felt that his or her career would be advanced significantly because of the experience.

C. Mentor Evaluations: The mentors, as could be expected, were extremely enthusiastic regarding the program and their interns. Except to request the continuation of the internship or the appointment of a new one for the following year it was difficult to secure any negative suggestions from any of the mentors. Both the mentors and interns agreed that the highly selective process contributed a great deal to this happy situation. It is difficult to perceive the problems that would arise from a program in which interns would be assigned without careful screening and preparation. This comment poses a dilemma to the department in its newly kindled enthusiasm for internships. If a general requirement were established requiring internship experience, every individual completing the program would have to be assigned to an internship. The resolution of this particular difficulty is an item for continued study and concern.

D. Problems Encountered by Interns: The enthusiasm was very high both years. As a result it was difficult to draw out specific problems encountered on the job. Many of the problems were simply those of anyone working in a complex situation. However it did appear that one general problem with an internship derives from the completion of a general operating assignment. The intern is then in a position of having to seek or be assigned a new one. In some instances the interns were a threat to regularly employed personnel because of their assuming functions and responsibilities which others wanted.

The interns felt that in some cases they became too well integrated into the general office situation and were assigned duties beyond the internship arrangement. Others commented they became so much like the staff that they were pleased to be involved to this extent. The arrangement was that each intern was to have one day a week off from regular office duties to continue his/her regularly scholarly work. Perhaps the most substantive suggestion that grew out of the effort to learn about the negative aspects of the internship arrangement was the need to have a clear understanding, if not an actual seminar-type meeting, early in the year between mentors and interns to discuss the need to carry the program through the year effectively and smoothly and not have any lags develop from a completion of a special project.

E. Specific Observations and Perpectives Mentioned by Interns as Valuable Outcomes from the Intern Experience: At each spring seminar each intern was asked to report on specific observations or insights gained from their experience. The following were named and discussed by the interns at their final seminars in May of 1976 and 1977. No effort was made to gain unanimity regarding the ideas or their validity. They are reported here to give further flavor to the breadth of experiences and insights gained by the relatively young interns.

1. A furore always precedes a board of trustees meeting. This furore may reveal insecurity, inadequate preparation, failure to maintain contact between board meetings or a failure of staff work.

2. In tight budgetary times, the decision making process and act moves up the hierarchy in importance and concern. Sound staff work should always support the decision making process and not just when budgets are tight.

3. It is particularly important to select the right people for staff work to represent all areas of concern, related interests and involvement in the decision-making process. Much of the tension, doubt regarding outcomes and antagonism arise from perceptions that not all forces or segments have been involved appropriately.

4. It is particularly important to assess systematically all vested interests affected by decisions and to be prepared to respond to questions and concerns of those vested interests.

5. In proposing and building new programs, activities, policies and procedures one must endeavor to establish linkages with existing power sources.

6. Little can be accomplished unless management is combined with leadership. An office or individual can process papers efficiently but often nothing will happen. Support services are essential for creative, innovative endeavor but to be truly effective both, leadership and management must be combined. These do not have to be combined in the same person, however.

7. Approximately 50% of decisions an administrator may make are irrelevant, 25% will resolve themselves and 25% are probably the real keys to a successful enterprise. With this belief in mind, learn to approach all decisions directly and with concentration on each. Failure to do this and involving irrelevant issues are often the complicating factors which cause worry, emotional tension, doubt and lack of confidence.

8. Many administrators cannot and do not communicate clearly in writing. Every administrator needs to strive to develop communication skills. Inability to express oneself clearly and succinctly contributes to lack of confidence and reticence.

9. Many management concepts and practices may be useful in higher education but must be applied in the light of unique institutional characteristics or constraining traditions and procedures in academia. It may be that the current application of business management concepts to the administration of higher education will bring back some of the humnistic and academic concepts and values which some obervers fear are being lost today to the detriment of the total system of higher education.

10. Beware of hungry computer vendors!

11. Be aware of Ryan's law, "Murphy was optimistic!" (This comment was made in reference to Murphy's law, "If something can go wrong, it will.")

12. Theory Y as a management approach is not as successful as it is touted to be.

13. The Peter principle is at work in higher education by taking star faculty members and making administrators out of them, thus releasing pressure on other faculty members to shape up.

14. Management styles can legitimately differ but don't confuse lack of preparation, concentration on the job at hand, inadequate homework, poor staff organization and related incompetencies with "management style."

15. Administrators can't play favorites. If an exception is made without a valid reason, there will be many more requests for exceptions without valid reasons. Don't assume an exception will remain a secret. In fact, assume that everything done and decided will become known.

16. The act of unionization divides an institution camps. With a union present there is always a latent hostility present.

17. Tradition becomes a bad habit!

18. Institutions of higher education have not individualized enought. In fact, many are afraid to.

19. The two cultures of C. P. Snow do exist; the trick is to integrate them into the total institutional effort.

F. Evaluation Summary: As suggested by the preceding paragraphs both years of the program were highly successful. The interns' experiences and the feedback to the department would have to be rated superior. The seminar program was very successful and plans have already been made to continue them each year as a permanent part of the department's activities. They will be broadened in appeal to reach out to practitioners in the field as part of an in-service development for alumni and others interested. However, two years are too short to evaluate fully the impact upon the department's relationship with potential cooperating institutions and agencies. Those with whom the internship arrangement was discussed were generally enthusiastic and verbalized their eagerness to be associated with the department of higher education in its intern program even though financial subsidy might not be forthcoming. The mechanics for implementing practicum and internship experiences have been institutionalized through the formal establishment of courses; thus, the means are available. However, the permanency of institutional arrangements without financial underwriting remains to be seen. Increasing the department's service to doctoral students working in the field through visitation and seminars is seen by the departmental faculty as a significant step to building long range relationships.

APPENDIX A

THE EVALUATION FORM

INDIANA UNIVERSITY
Bloomington, Indiana

DEPARTMENT OF HIGHER EDUCATION

Evaluation - Practicum/Internship

Name_____ Office Campus_____ Date_____

I. Under each function list the tasks you have been performing and observing.

A. Operations

Tasks Performed -

Tasks Observed -

B. Policy Making

Tasks Performed -

Tasks Observed -

C. Policy Interpretation

Tasks Performed -

Tasks Observed -

D. Policy Implementation

Tasks Performed -

Tasks Observed -

E. Staff Selection

Tasks Performed -

Tasks Observed -

F. Staff Supervision

Tasks Performed -

Tasks Observed -

G. Staff Development

Tasks Performed -

Tasks Observed -

H. Budgeting

Tasks Performed -

Tasks Observed -

I. Evaluation

Tasks Performed -

Tasks Observed -

J. Communication

Tasks Performed -

Tasks Observed -

II. List other functions of administration in which you were involved.

III. List other tasks you performed not accounted for above.

IV. List the most valuable aspects of this Practicum or internship.

V. Suggest ways this experience could be improved.

APPENDIX B

DISCUSSION PAPERS PRESENTED BY INTERNS

AT THE DEPARTMENTAL SEMINAR, FEBRUARY 11-12, 1977

LILLY INTERNSHIP SEMINAR

Discussion Papers

Department of Higher Education

February 11 & 12, 1977

School of Education

Indiana University

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INTRODUCTION

The grant from the Lilly Endowment which funded the Department's internship program provided for a mid-year seminar at which the interns returned to the campus together with their mentors from the cooperating institutions. The seminar was attended by doctoral students and faculty of the Department of Higher Education and other faculty and administrators of Indiana University. At the seminar the interns reported on their scholarly research, their work at the cooperating institutions and on perspectives and impressions they were gaining from their practical work experience.

The following papers served as a basis for discussions at the seminar. They were intended primarily as idea pieces rather than comprehensive treatments of the topics they concerned.

The moderators for each of the sessions were faculty members from the Department of Higher Education who served to keep the discussion flowing, curtail undue expansion both in time and topics covered and, in general, provide leadership for reasonable treatment of the topics being discussed in the short time provided.

Evaluations of the seminar were enthusiastic and positive. The value to the faculty and students in the Department of Higher Education other than interns themselves was very great. The following papers are presented in this form to expand further the value of the program by sharing the ideas of the interns and to facilitate and encourage continued discussion.

Robert H. Shaffer

DEPARTMENT OF HIGHER EDUCATION
School of Education
Indiana University

Schedule for Departmental Seminar Led by Lilly Interns
February 11 and 12, 1977

Friday, February 11, 1977

9:00-12:00 a.m., School of Education, Room 215

Independent Colleges and Universities

Moderator: Professor Philip C. Chamberlain
Presenters: James D. Yunker, Associated Colleges of Indiana
Steven T. Hurtt, DePauw University, Vice-President and Dean of the Faculties Office
Bruce C. Landis, Franklin College, Vice-President of Development Office
Comments: John D. Millett and Mentors

12:00-1:30 p.m., Lunch

1:30-4:30 p.m., University Club, Indiana Memorial Union

Public Colleges and Universities

Moderator: Professor David L. Clark
Presenters: Yvonna S. Lincoln, Indiana University, Vice-President's Office
Laura D. Evans, Indiana University, School of Continuing Studies
Charlie Nelms, IUPUI, Dean of Faculties Office
Carolyn S. Cates, Indiana University, Information and Computer Services
Comments: John D. Millett and Mentors

4:30-8:00 p.m., Dinner Break
8:00-9:30 p.m., University Club, Indiana Memorial Union
Open informal discussion with John D. Millett on current Status of higher education

Saturday, February 12, 1977

9:00-11:30 a.m., University Club, Indiana Memorial Union

Junior and Community Colleges

Moderator: Professor C. William Day
Presenters: Jan H. Jonas, Cuyahoga Community College, Office of the Executive Vice-Chancellor
Richard V. Hamlin, Sauk Valley Community College, Office of the Dean of Career Education
Comments: John D. Millett and Mentors

11:30-12:00 a.m., General Discussion, University Club, Indiana Memorial Union

INDEPENDENT COLLEGES AND UNIVERSITIES

INTERN: Steven T. Hurtt

B.A., 1967, Heidelberg College, Social Science/Education

M.A., 1970, Michigan State University, Student Personnel Administration

Ed.D., 1976, Indiana University, Higher Education Administration

SPONSOR: Robert H. Farber

SITE: Office of the Vice-President and Dean of the University, DePauw University, Greencastle, Indiana

Internship Responsibilities:

Special Projects:

1. Includes doing research and evaluation for Vice-President and Dean
2. Continuing Education
3. Experiential Education Program
4. Study of Ph.D. Graduates from DePauw

On-Going Projects:

1. HELIX Project: a funded study of the university including purpose, personnel, programs, and finances
2. Graduation Requirements Sub-Committee: includes research pertaining to graduation requirements at DePauw and other like colleges and universities
3. Winter Term: to assist the Assistant Dean of the College in the administration of Winter Term

Committee Assignments:

1. University Petitions Committee
2. HELIX Committee
3. Committee for NCATE Evaluation Visit

A RETURN TO TRADITION?

The private institutions in higher education find themselves in a peculiar situation when attempting to define their role in the furture. Peculiar in the sense that returning to the tradition of the past may hold the answer for their future. The old bromide of taking one step backward in order to take two steps forward may be appropriate when considering the private institutions of higher education.

It is generally acknowledged that the private institution is facing some difficult problems, and some even predict the extinction of the species in the next twenty years. The problems of student enrollments dwindling, loss of financial support, etc., have been detailed in the literature, but no long-term solutions have been forthcoming until recently. In the past two years some changes have occurred in a few institutions that may serve as guidelines for the future survival of private institutions.

These changes seem to fall into three categories and further include a basic assumption about change. The categories are, (1) reexamination of purpose, (2) re-constitution of programs, and (3) re-establishment of relationships with supportive constituencies. The changes seem to assume that imaginative and knowledgable leadership is and will continue to be available in the private institution. The variable of leadership will continue to be the most important factor in the life or death of institutions and it will be assumed here that such leadership is and will be available.

An institution's meaning is centered in its purpose, and nowhere is this more evident than in the private college and university. The purpose serves as the guiding force around which the traditions, sentiments, behaviors, and ideals are developed. Departure from that stated purpose leaves an institution with no sense of direction or hope for long-term existence. The uniqueness and special nature of the private institution is reflected in that purpose, and in fact, defines the role it can play in higher education. Many private colleges and universities are redefining their roles in light of their original purpose and rejecting the concept of attempting to be all things to all people for the sake of short-term gains. It appears that the private colleges and universities are seeking an identity through a re-examination of their reason for being, their purpose. One manifestation of this re-examination is the re-constitution of programs in accordance with the stated purpose that is fast becoming the major issue in many private institutions.

The programs of a private institution are the actions of the purpose. The re-constitution of programs which is presently taking effect at institutions such as Harvard, Antiock, Stanford and others, are a reflection of a return to tradition. This is not just a retreat to the past but rather an effort to redefine the purpose and programs in light of modern challenges facing private institutions. Private colleges and universities are attempting for example, to structure the traditional liberal arts in a manner that would reflect that changing society. Liberal studies programs, area majors,

and interdisciplinary majors are being introduced, and in some cases re-introduced, at private institutions which can provide a student with a broad based education which will enable that student to deal with the complexities of the future. The core curriculum is also being reactivated to ensure that students receive a true basic knowledge of the liberal arts. These efforts to recapture the purpose of the institutions through programs seems to show a recognition of what the role of the private institution is to be in the future. This then leads to the final change that is occurring in the private sector, a re-establishment of relationships with supportive constituencies.

If an institution is to experience continued life then it must identify and cultivate those external publics that support its purpose and programs. The private institution is more than just buildings, programs, and people: it is a living entity that reflects a value system and accepted norms. The task of the private institution is to establish relationships with those publics that share the same set of values and norms and will support such an entity. This can be seen in the church-affiliated private college where the sponsoring church organization is beginning to play a larger role in the life of the institution. Oral Roberts University is a prime example of combining purpose, programs and constituencies into a successful institution. On a much smaller scale other institutions are attempting to do much the same thing. Whether the constituencies are regional, national, local, or church-related, community-based or whatever, these publics are the life blood of the institution and can supply the needed resources for continued existence.

These three changes or trends, along with leadership, may be the solutions for not only the role which private institutions are to play in the future, but they may be the keys to assure such institutions of continued existence.

The return to tradition then, is not a repeat of the past but rather a conbination of that from the past that can be modified and considered to provide for the future. The diversity of American higher education can include a role for the private institution, but it remains to be seen whether such institutions can define and fulfill that role.

INTERN: Bruce Landis

B.A., 1967, Earlham College, Biology

M.S., 1969, Indiana University, Student Personnel Administration

Ed.D., 1975, Indiana University, Higher Education Administration

SPONSOR: Nolan Cooper

SITE: Development Office, Franklin College, Franklin, Indiana

Internship Responsibilities:

1. Assist the Vice-President for Development in the management of the Development Office
2. Responsible for the administration of the Development Office in the absence of the Vice-President
3. Direct special gift programs; e.g., Major Gift Club
4. Assist in the implementation of the Sesquicentennial Development Program
5. Serve as ex officio member of the Board of Trustees' Development Committee
6. Assist in the coordination of special events, publications and solicitation programs
7. Liaison with the Director of the Computer Center regarding gift records and reports
8. Provide staff support for the total development division in planning and execution of programs (examples: alumni visits and meetings, student recruitment, publications)

INVISIBLE AND VISIBLE DEVELOPMENT

In recent years, much has been written regarding the financial plight of the small private liberal arts colleges and their efforts to maintain their position in the spectrum of higher education. In their report entitled The Invisible Colleges for the Carnegie Commission, Alexander W. Astin and Calvin B. T. Lee paint a very grey picture for the future of these institutions. What will be presented here is a discussion of a development posture which might help to stem some of this negative tide.

Astin and Lee point out several internal difficulties which face invisible colleges and which have a distinct bearing upon the development effort. Typically these institutions are private, so their potential for state funds is slim to none at all. Federal money in the form of grants seems to be another source of difficult funding for institutions with little name recognition. That leaves student tuition and the development effort as the two major sources of funding for the small private college.

Tuition has long been the small college's albatross. Costs of higher education are continually rising. Faculty salaries must be escalated if the small college is to compete for well-trained instructional staff. Physical facilities must be maintained although smaller colleges are at much less of a disadvantage in this area than in most others. Library resources must also be increased. A typical invisible college, according to Astin and Lee, will have fewer than 50,000 volumes in its library. To meet these rising costs tuition must be raised, but raising tuition means a decrease in the number of students who can afford to attend. Fewer students means less tuition income to meet rising costs so tuitions must be raised. And so it goes around and around. Enter, the development effort.

It is the development effort which must bear the responsibility for producing enough additional revenue to close the gap between tuition income and the actual cost of higher education. This may be done either through endowment income or through current fund solicitations. Endowment income at most small colleges is not a major factor. The majority of these funds produce less than $1,000 per student annually. It therefore falls to the development officers at small colleges to work that much harder in securing current income revenue so that the college can maintain a lower tuition, attract more students, and stay even with inflation or lose only a minimum amount of ground.

But who are these individuals with this seemingly awesome responsibility. Obviously one might answer that these individuals include the college trustees, the President, the Vice-President or Director of Development, and any other directly connected with that office. These are the college's visible development officers. The development effort at a small college, however, must necessarily involve a much wider scope than that. The development effort must be seen as permeating every office and individual on campus. These are the invisible development officers, or more properly, the less visible development officers.

The development effort begins with the admissions office since it is through contact with this office that a prospective student begins to get a "feel" for the institution. The attention granted to students as individuals is a great strength of the smaller institution and plays a significant role in the total development effort. The college faculty and student services personnel who have the daily contact with students can have a severe effect upon the development effort through their ability to foster a feeling of identity between the student and the institution. This identity, often called "a feeling of community" is the basis of all further development efforts. Even the physical plant crews play an important role here through their efforts to keep the institution's outward appearance in good order.

The financial aid officer and the availability of financial assistance for students also has an effect on the development effort. A student may desire to attend a small college but be unable to afford the tuition cost. Without financial assistance that student's identity with the institution and any future contributions will be lost. The effect of available financial assistance for students on future development efforts becomes even more evident when one realizes that approximately twenty percent of the students who enroll in invisible colleges come from families whose income level borders upon poverty.

Once a student is on campus, it is the reponsibility of the invisible development officers to continue to nurture an identity with the institution. The faculty and administrators, by maintaining a posture of availability and concern for the individual, will foster an atmosphere of positive regard by and for the institution. Astin and Lee point out that the difference in quality of education received at invisible colleges compared to public institutions is negligible or tends to favor the invisible college, but the attitude of concern for the individual at the invisible college is a definite asset.

Having come this far, there is one other large category of invisible development officer available to the small college. The individuals composing this category are the students themselves. If the other personnel discussed here have done their part, the college's students can become a most potent force in the development effort if for no other reason than sheer numbers alone. If a student has formed a positive regard for the worth of the college, this will be transmitted through contacts with colleagues, parents, and friends. This positive regard will then form a reservoir of good will and potential donor support as the students join the ranks of alumni.

The total development effort at a small ("invisible") college takes place on two levels. The invisible level has been discussed above. The visible level involves the institution's trustees, the President, the Development Office, the Public Relations Office, and the Alumni Office. The activities of the visible development officers include all of the traditional acts of intelligently communicating the college's philosophy to the public and to prospective donors in such a way as to establish the institution's worth in the spectrum of higher education. In the cultivation of prospective donors, it is typically the college President, the Development Office, and occasionally the Alumni Office which become involved. However, it is no longer enough for these individuals to state that a college deserves support simply because it is there. Donors are asking for and deserve much more. Development officers must be able to show why their institution exists, who

would miss it if it were gone, and what constituency the institution is trying to educate. They must further be able to state toward what purpose they are educating their students.

The college's Board of Trustees plays the primary role here. They are the body which sets the institutional policy and guides the direction of movement for the institution. They are also the body which must give the financial leadership to the institution, not only through their expertise but also through their personal record of donation. A Board of Trustees cannot expect others to give to their institution if they are not willing to make a significant commitment themselves.

Public relations, particularly for a small college, is critical to the development effort. It is through this office that the college presents itself to the outside world. Few other offices on a campus have the potential for as large an impact on the college's total existance as the public relations office does. A measure of the import of public relations to the development effort is the fact that in many cases the public relations officer will report directly to the chief development officer on campus.

The success of an institution's total development effort depends to a large extent on how well each of the various participants is able to see the whole picture, and here too, there seems to be a full circle. The invisible component of the development effort relies on the visible component to provide the philosophic and financial leadership which will allow the institution to remain in operation. The visible component, on the other hand, relies upon the invisible component to provide the underlying mental basis which will foster a desire to support the institution by its students and alumni. The extent to which each component of the development effort is successful has a direct bearing on the success of the other component and a direct bearing on the ability of the institution to move into a very uncertain future.

INTERN: James D. Yunker

B.S., 1969, Ball State University, Journalism

M.A., 1972, Ball State University, Public Relations

SPONSOR: John Z. Martin

SITE: Associated Colleges of Indiana, Indianapolis, Indiana

History The first one in the nation. Now 39 State Associations. Solicitation began 1948. Incorporated in March 1952 with 12 members. Present membership is 19.

Purpose To encourage and promote scientific, literary and educational purposes within the State of Indiana, and more particularly to further the cause of higher education and culture within the State; to support the Members of the Corporation in a co-operative movement to secure eminent teachers, worthy students, and adequate plants and equipment; to broaden the financial foundation of higher education and culture in the State of Indiana; and to stimulate interest of the citizens of the State of Indiana in educational and cultural pursuits.

Procedures Teams of college presidents and businessmen make calls on key personnel in corporations and foundations for the purpose of raising unrestricted funds for the college operations. Each college president spent an average of 8 days in such activities last year.

Governing Board The college president of member institutions are the board of Associated Colleges of Indiana.

Internship Responsibilities:

Associate Director: As number two man in a previously one-man operation, I am assisting the director in planning and coordinating solicitation calls by the college presidents and business leaders on corporate executives; researching prospective donors; preparing proposals to current and prospective donors; making personal solicitation visits on corporate officials; conducting follow-up calls via letter and telephone; handling public relations; supervising general office procedures; assisting in the preparation of reports; helping in the planning of seminars and meetings; and assisting the director with the many day-to-day problems and assignments.

THE INTERDEPENDENCE BETWEEN CAMPUS AND BUSINESS

Solutions to the financial woes of independent higher education are as numerous and complex as the financial problems which plague the institutions. This position paper will in no way attempt to offer definitive answers, but rather provide some background and support for this observer's contention that independent colleges and universities must more fully develop a strong partnership with the business community.

A recent publication of the Independent College Funds of America opens with this statement: "Only in America, in fact, has individual entrepreneurship and wealth bridged the ground separating the world of business and the world of education...it is an intensely American phenomenon."

The independent liberal arts college has played a pivotal role in American education since 1636, the year Harvard was founded. Before 1820, there were no fully public colleges or universities in America, and until very recently, private institutions continued to grant the great majority of college degrees. The dual system of higher education developed with the rapid growth of "land grant" public institutions after the Civil War. This arrangement has ensured the practice of free competition in higher education.

Proponents of non-tax supported institutions are quick to point out that independence allows the colleges to maintain individual educational goals and permits the student to exercise a choice in a competitive marketplace. Furthermore, they maintain, independence in education also serves to promote a spirit of flexibility and experimentalism. Free of legislative pressures, independent colleges are able to innovate and to take risks. And all of American society stands to gain from such educational pioneering.

Of equal importance with the freedom to innovate, is the freedom not to innovate: the freedom to retain those traditions and values worth preserving. The matter of religion is closely related because those students who desire an education guided by a religious concern, the independent college, whether church-related or not, is able to offer this opportunity.

Businessmen are attuned to this defense of the private sector and see the similarities between the colleges and their own businesses. They represent the economic arm of the free enterprise system while the independent colleges represent the academic arm. Both work with like challenges, limitations and adversities presented by "The Government." Both are on the same team and benefit from a certain interdependence.

This interdependence has evolved from the early days of true philanthropy when individuals built and maintained institutions which bear their names: Colgate, Simmons, Vanderbilt, and Drew, to name a few. That type of business support has had its important place and although philanthropy still is significant, the approach to the business community today is directed at the concept of "investing in the future."

The idea of investment vs. philanthropy is not just advanced by the college fund raiser. Former Secretary of Commerce John T. Connor, current chairman of Allied Chemical Corporation, said at Lehigh University in June 1976, ". . . there is a vital interdependence between business and higher education, and that both of these great institutions benefit from mutual cooperation . . . some of the benefits to business . . . are so tangible that corporate contributions to education can be considered an investment of the business dollar, rather than an act of philanthropy."

Promoting this appeal on behalf of all higher education is the Council for Financial Aid to Education (CFAE) which has published "Guidelines for Corporate Support of Higher Education" which carries the theme of interdependence and investment. The CFAE case for corporate support of higher education is simply that such support serves the interests of the company and its stockholders. "Guidelines" lists four major benefits:

MANPOWER

The most direct and tangible of these benefits arise from the role of colleges and universities as suppliers of educated manpower and as creators of new knowledge. That both manpower and knowledge are key factors in the success of a business enterprise is now widely recognized. Although they are interrelated, they are also separate in character and in relevance to the individual company, and one may be more important than the other depending on the firm's structure, its products and services, its technologies, and other factors.

Manpower, however, is clearly the one element of interest and importance to all corporations . . . because of other sectors of society have similar needs for educated people, the business world must compete for the available supply against government, the professions, and a host of other employers.

KNOWLEDGE

In a similar way, business support of higher education yields a return in the form of advances in human knowledge. It has become an accepted function of higher education not only to disseminate the knowledge inherited from the past but also to increase that store of knowledge through research. In the community of scholars that is at the heart of every campus, basic research is able to flourish to a far greater extent and with far greater productivity than in any other circumstance.

Just as it needs educated manpower, the business community must rely on the fruits of basic research for long-run prosperity and growth.

PUBLIC SERVICE

Another area of corporate benefit arises from the public service functions at colleges and universities. Some of these functions are well-established and conventional, such as institutionally-related hospitals, recreational and cultural programs on campus, and certain kinds of applied research centers.

Most of these public service functions are identical to the kinds of activities that have come to be asked of business under the concept of "corporate social responsibility." To the extent that the self-interests of the business community move it to become involved

in these areas, there are clearly-defined advantages in providing support to the institutions of higher education for cooperative activities. There are economies of scale and efficiencies from non-duplication and from the use of particular expertise of academic institutions. There is a positive public relations value in being associated with successful programs that are responsive to community needs. And there is an obvious gain to the corporation from the strengthening of other relationships with the campus.

THE SOCIAL ENVIRONMENT

There are other threads of interdependence between the corporation and the campus which may in the long run prove to have even greater value to private enterprise in a free, democratic society. Chief among these is the fact that the educational profile of the population has much to do with the environment in which business must function. It is abundantly clear that education is a factor of immense value in economic growth and development, in the standards of living, and in the determination of the structure and character of the political arrangements which govern the relationships between business and the rest of society. Education influences the level and character of personal aspirations, which in turn have much to do with the standards of consumer spending and the way individuals respond to advertising, product design, and other marketing devices.

In the long run, it is the totality of ideas fostered by higher education that determines the kind of society desired and the means by which it is achieved and preserved. Business can influence the content of educational thinking by providing financial support appropriate to the needs of the individuals and the institutions that are dedicated to the preservation of a healthy, progressive, and enlightened society.

"Guidelines" also suggests several types of educational aid depending upon the philosophy, policies, and plans of the company. One type of aid might be aid to individuals, such as scholarships, fellowships and educational loans. Another is direct aid to institutions in the forms in unrestricted operating grants, unrestricted capital grants, departmental grants, research grants, library grants, alumni incentive awards, employee matching plans, endowment, equipment and material assistance or cost-of-education supplements to scholarships and fellowships.

The third type suggested is indirect aid-to-education through support of cooperative fund-raising groups or support of educational associations.

Closely related to this last type and working strictly on behalf of the independent institutions on the national level is the Independent College Funds of America (ICFA). This is the coordinating center and clearinghouse for 39 state and regional associations which have been formed to solicit the corporate community and channel financial support to private higher education. (Indiana was the pioneer in this effort in 1948 and the Associated Colleges of Indiana served as the model for many of the other 38 associations. See ACI Fact Sheet attached.)

The efforts of the CFAE, ICFA and the 39 state and regional groups are aimed at increasing the level of "investment" of the corporate community.

According to CFAE, in 1974 corporations gave, on the average, 0.32% of their pre-tax net income to higher education. In 1969 they gave on the average 0.44% of their pre-tax net income to higher education. And nationally, corporations devote 38% of their total contributions budget to higher education.

With this as background, CFAE proposes that businesses should aim for at least the national averages if not beyond. It also suggests that every business should increase at least 7% each year plus add for the inflation factor.

A group of Cleveland businessmen give a full 1% of profits before taxes and a substantial number of companies in the country even surpass that.

The Council believes that any of its goals, constructively applied over the next seven years, would increase total corporate giving to education from the current level of $445 million to about $1.5 billion in 1982. It is clear that voluntary contributions, or investments, from business alone will not solve the problems of higher education, but they would make great strides in that direction.

To achieve these goals, each institution and each state, regional and national group must maximize their efforts in building a stronger partnership with the corporate community. The case has been made by CFAE and others and it is up to the hard work of development officers and college presidents to convince more and more business leaders that there is an important interdependence between campus and business.

PUBLIC COLLEGES AND UNIVERSITIES

INTERN: Yvonna S. Lincoln

B.A., 1967, Michigan State University, History/Sociology

M.A., 1970, University of Illinois at Urbana, Medieval and Eastern European History

SPONSOR: Robert M. O'Neil

SITE: Office of the Vice-President-Bloomington, Indiana University

Internship Responsibilities:

I. Primary responsibility for the year has been to work with and for the eleven Task Forces chartered jointly by the Vice-President and the Faculty Council last spring. The task forces have been exploring issues of pre-eminent concern to the University, such as collective bargaining, admissions policy, consumerism issues, the careerism movement, residual issues of reorganization and so forth. The charge to the Task Forces was fairly broad, so they have chosen and narrowed their own topics within the wider areas. In focussing their work, they began to identify resources and in some cases, I have participated in that research and/or supplied those resources. In addition, I have had to secure a small operating budget for the task groups and arrange for final typing and production services.

Ad hoc responsibilities have included serving as administrative liaison with temporary task forces and study groups and with committees formed during the year to deal with issues of immediate, rather than long-range, concern on campus. Ongoing responsibilities have included attending administrative staff meetings, Academic Deans' meetings, and other recurring meetings associated with the Vice-President's office, such as advisory groups and the like, and conduct of some research for those groups. At various times, I have been called upon to make reports on the Task Forces or other aspects of the work with which I have been involved.

II. Beyond the ongoing liaison with the Task Forces and routine responsibilities in the overall operation, the work has also involved a number of other interesting and varied assignments. In some instances, I have accompanied the Vice-President on departmental visits, done research on special topics of interest to the office (such as affirmative action, fee structure and accreditation), attended CIC meetings, escorted foreign visitors, participated in site visits, worked with the Administrative Internship Program, arranged receptions and organized other meetings. Currently, the position involves arranging a Spring retreat for Faculty similar to the Annual Allerton Conference at the University of Illinois-Urbana. In the Allerton Conference at the Illinois campus, faculty representing many kinds of constituencies on campus (i.e., Distinguished Ranks, major researchers, new young faculty, minorities, senior faculty and other types of campus leaders) are brought together for an off-campus workshop of several days' duration to discuss issues and priorities for the coming years. The faculty have a topic or unifying theme which directs the dis-

cussions and in the case of Indiana, the topic will be related in some way to the final reports of the Task Forces. Final thrust for the conference has not been decided yet, but constructing an agenda, delineating the process by which faculty are identified who will be asked to participate, and all invitations and physical arrangements are my responsibility.

BETWEEN EMERGENT MISSIONS AND TRADITIONAL REWARD SYSTEMS -- A DILEMMA FOR INSTITUTIONS OF HIGHER EDUCATION

I. Background

Anyone even remotely connected with an institution of higher education knows well the "milkstool" reward system: teaching, research and service. In principle, the reward systems of institutions of higher education (IGEs) are based on the tripartite standards. This is the traditional system and continues to be reaffirmed whenever challenged or whenever perceptions of it are sought.

In practice, however, these traditional criteria have proven to be too difficult for large numbers of faculty; hence "substitute criteria" have emerged, ranging in worthiness from "good ole boy" systems to rewards for exceptional dedication to administrative assignments or extensive work in the academic advising of students. Often, such criteria recognized and rewarded fuctions which were institutionally necessary and important, but not included among the traditional three. Historically, the system and its institutionally idiosyncratic substitutes have served higher education well.

In sharp contrast to earlier years, a number of things are happening, both externally and internally, to the institution which are causing a reconsideration of the way the reward system is administered. The factors which are impinging on IHEs tend to eliminate substitute criteria and to apply the traditional criteria rigorously. These factors include a general loss of prestige and esteem for IHEs, fiscal stringencies, calls for accountability, declining enrollments, and large numbers of staff who are already tenured or at senior rank.

The many constituencies which looked to colleges and universities as agents of social change and restructure, and which expected the answers to social injustice to come from the ivory towers, have been to some extent disappointed. Legislators, faced with the prospect of dividing the same or diminishing resources among an ever increasing number of programs, have demanded "accountability" from faculty and administrators, who in turn have been hard pressed to explain what it is they are actually doing. As if to complicate matters, enrollments have declined or are leveling off, and students no longer accept without question the premise that they should be in college, either immediately after high school or at all. And every institution has experienced to some greater or lesser degree the problem of a decline, in real dollar terms, in private giving and federal and state support.

Internally, the number of tenured professors in many institutions is very high, while the number of available slots for new young faculty to fill is

school districts to play more significant roles in pre-service and in-service education

New and Altered Instructional Program Factors - including increased demand for in-service education in different settings, problem-centered in-service and pre-service education programs, increasing social and legal pressure to respond effectively to student populations which have been badly served previously, and press to adopt programs strongly advocated by groups both within and without the teacher education community

Status and Influence Factors - including decline in the status of and support for institutions of higher education by general public constituencies, diminished influence of and reliance upon schools of education by national governmental agencies, continuing doubt about the efficacy of R & D in effecting educational improvement in schools, and doubt that professional schools can assume newer knowledge utilization roles, such as dissemination or linkage functions.

Formal Control Factors - such as the shift to decentralized program patterns by Federal and state governments, the increase in Federal control of public institutions of higher education by means of affirmative action, Title IX and other social action programs and the increasingly stronger role of centralized planning agencies, such as higher education commissions

Informal Control Factors - including affirmative action, increased community involvement in decision making within local education agencies, increased input by classroom teachers into education training programs.[6]

This list is by no means complete. The reader could add many more, but the point is clear. Working singly and in concert, these and other factors provide strong incentives for the education professional schools to change their roles, and to cause them to want to project a better public image for themselves. As a result, there may be considerable movement from administrators in the institution toward encouraging faculty members to engage in newer and emergent roles, more broadly defined than the traditional research, service and teaching.

III. The Dilemma

Higher education thus faces a dilemma, the jaws of which are, on the one hand, the press for hewing more closely to the traditional reward system, and on the other hand, the press, largely external to the institution, for emergent roles, functions, programs and organizations. There is no escaping the resulting conflict, which has both personal and institutional ramifications.

For the individual faculty member the choice is either to pursue the traditional functions and be seen as unresponsive to new needs on the part of his constituents, or to pursue emergent functions and risk his career by not meeting the standards for traditional reward criteria.

growing smaller.[2] This situation has led to decreasing flexibility on the part of institutional leaders and planners, who seem obliged to retrench, cut programs, and begin once again to live within their means, but who have little or no power to effect the necessary economies. Those institutions which have tried often have found themselves with an angry and battling faculty, who seek to preserve their rights to a secure future under the tenure system. Indeed, "Job security has become the major issue in collective bargaining between colleges and their faculty."[3]

Thus the surest path to career advancement for new faculty lies in vigorous adherence to the traditional standards and criteria. Research, with its attendant scholarly publication, is the premier way to insure tenure and promotion within the beleagured institution.

II. The External Press

There exist a number of factors impinging on universities that seem to call forth radical changes in their postures and program. Warren Bennis claims that the "greatest problem facing today's institution is the concentration of external forces that impinge and impose upon it events outside the skin boundary of the organization."[4]

A good example of such press is provided by looking at the schools of education in the country. Recent research on the external impact factors have been well documented and are dealt with more extensively in the most recent literature on planning for those professional schools.[5] They include the factors listed briefly below, although the list is probably incomplete.

Income and expenditure factors - a decrease in the amount of, or rate of growth in, regular monies from state appropriations, discretionary funds from Federal and private sources, shifts in Federal emphases from knowledge production to knowledge utilization activities, increases in costs institution-wide for rendering services, shifts in Dederal strategy from supporting activities generated by individual initiative to specification of targeted responses to national educational needs

Personnel Supply and Demand Factors - a decrease in, or growing stabilization of need for professional personnel in public elementary and secondary achools, professorial personnel in professional schools, and research personnel in other non-professional school settings

Competition Factors - including emergence of competitive training programs for education professions, the emergence of competitive agencies to carry out knowledge production and utilization activities, and diminished influence of the schools of education

Governance Factors - increase in the state education agency authority, responsibility and resources relative to the professional schools, increased involvement of the organized teaching profession in certification and state and national voluntary accreditation, and increasing interest in and pressure from local

For the administrator at the institution, the choices are equally hard. He/she may exploit his or her new young faculty, but sacrifice them at the time of promotion and tenure decisions, which is essentially an immoral choice. Or he or she might support the faculty member, but sacrifice institutional pursuit of more responsive missions. This is an option which borders on malfeasance.

There is little doubt which choice the faculty member will make, given that he understands the options clearly. He must, at all costs, protect his/her own career. The institution, however, is in a less flexible position. Since it is the institution which must ultimately answer to constituencies which charge it with failure to meet newer needs, some hard choices have to be made in responding to legitimate outside pressures.

IV. The Solution

The dilemma posed for both administrators, who wish to renovate the image of their unit, and for faculty, who wish to establish themselves early on as competent professionals, is a difficult one. The gains in flexibility over the years in the teaching/research/service reward system seem to have vanished at a time when they were most sorely needed, especially by the professional schools who desperately seek to establish a responsive outreach posture with their constituencies outside of the institution.

The solution lies in new strategies for the institution. The institution, and especially the professional school, must take the leadership in establishing new rules for the game. The traditionally nomothetic posture of the institution must be replaced by an essentially transactional one, which seeks to identify new functions and new rewards which respond to emergent activities on the part of faculty.

It may be cogently and compellingly argued that the traditional reward criteria have served higher education well. While the system has not functioned flawlessly, nevertheless it has provided for colleges and universities a cadre of dedicated and competent scholars and teachers who have maintained the highest standards and passed them on to future generations of teacher/scholars. The criteria have served to sort between the wheat and the chaff both at graduate and post-graduate levels in terms of scholarly productivity and dedication to fine teaching. It is clear that a system that has served higher education so well for so many decades must not be discarded.

But it is equally clear that the system must be revised, softened and extended. It must be possible for the faculty member to satisfy both the institutional needs and personal and professional needs by the same activities. The social interventionist roles which universities are expected to assume requires that new roles for faculty be devised, supported, and rewarded.[7] Substitute criteria, especially for such diverse and expanded functions as dissemination, linkage, evaluation, adoption, installation and change agentry, must be added, and rigorous and meaingful standards adopted by which these activities may be judged for the purposes of promotion and tenure. New faculty who know that such activities will be supported and rewarded will be much more likely to engage in them.

The trick in supporting and engaging in such activities, and rewarding

those functions, is to do so without losing the rigor of carefully chosen standards. Faculty and administration will be compelled to engage in serious study to determine which of the spectrum of available emergent missions seem to be the most appropriate for that particular unit: only those which are the most relevant will have to be chosen. Once more non-traditional missions are determined, serious dialogue must ensue to determine appropriate functions and standards by which those functions and activities will be judged.

This is not "Mission Impossible," although it will be time-consuming. Important audiences outside the institution have already demanded more relevant roles of the institution, and would be able to provide significant help in determining the adequacy of such emergent roles. Over time, a large body of standards of performance might be developed by institutions for a variety of faculty activities. Relevant missions, functions and criteria can be evolved responsive manner to needs and demands of the profession.

FOOTNOTES

[1]Guba, Egon G. and Clark, David L., "A Faculty Self-report on Knowledge Production and Utilization Activities in Schools, Colleges and Departments of Education," RITE Project Occasional Paper Series, School of Education, Indiana University, Bloomington, Indiana, October, 1976, 57 p.

[2]Bennis, Warren, The Unconscious Conspiracy: Why Leaders Can't Lead, AMACOM, New York, 1976, pp. 23-25.

[3]Semas, Philip W., "Faculty Unions Focusing on Job Security," The Chronicle of Higher Education, XIII:9, November 1, 1976, p. 3.

[4]Bennis, op. cit., p. 149.

[5]Guba, Egon G. and David L. Clark, "Likely Near-Future Scenarios for Knowledge Production and Utilization in Schools, Colleges and Departments of Education," RITE Project Occasional Paper Series, School of Education, Indiana University, Bloomington, Indiana, 1976.

[6]Used freely from Guba and Clark, op. cit., pp. 3-7.

[7]It may be argued, of course, that institutions of higher education are not now, and were never meant to be, social interventionist agencies. The assumption is made for purposes of this paper, however, that those institutions find themselves in that role with the least effort on their part (e.g., with affirmative action regulations, Title IX restrictions, mandated admissions policies, and the like), and that some effort to respond to the expressed needs and demands of their relevant constituencies is not only humane, but necessary to survival.

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The systemwide School of Continuing Studies, with operations on all eight university campuses, is responsible for making educational opportunities available to persons whose needs and interests cannot be served adequately by traditional methods. External degree programs, offered through the School of Continuing Studies, extend higher education degree opportunities to individuals who currently are not being reached through residential degree programs. In addition to the external programs, the School extends education to full and part-time learners through the following units: the Independent Study Division which offers courses through correspondence study on the high school and college level; the Labor Education and Research Center which offers resident and extension labor education workshops and programs; and the Real Estate Certification Program which provide basic education for individuals entering the real estate business along with research for those already in the industry. Each Indiana University campus also has a continuing education office which organizes, develops, and coordinates credit and noncredit programs both on campus and in off-campus locations served by the respective campus.

Internship Responsibilities:

1. Interviewed Associate and Assistant Deans, Division Heads, Program Directors, etc., at IU Bloomington, IUPUI, and at some regional campuses.

2. Design the PROSPECTUS bulletin which is distributed through University Division to Indiana high schools.

3. Assist in preparation and implementation of Support Groups for Returning Women Students.

4. Assist in noncredit course planning for women in Bedford, Indiana

5. Assist the Dean in writing and compiling the School's annual report

6. Assist the Assistant Dean in writing and compiling the School's ten year plan.

7. Design an evaluation form for a noncredit course.

8. Attend Regional NUEA Meeting at Carbondale, Illinois, Meeting of Systemwide Directors of Continuing Studies, and several other meetings related to the School of Continuing Studies.

9. Perform other administrative assignments usually in preparation for meetings, visitors or research.

10. Plan to spend some time this year with the Conference Bureau.

THE EFFECTS OF ORGANIZATIONAL STRUCTURE ON CONTINUING EDUCATION PROGRAMS

Introduction

Recent interest in the pursuit of lifelong learning has served to advance the process of educational evolution by instilling new meanings, new clientele, and new directions into the mainstream of the university community. At the same time that these new meanings, clientele, and directions have beneficial effects for the institution, they also raise controversies. Central to these controversies are well-known issues which include the organizational structure of continuing education, the types of curriculum appropriate for a varied student population, the sources and allocation of funding, and the level of faculty involvement necessary for quality programs.

The focus of this paper will be to discuss the effects of the two primary forms of organizational structure, centralized systems versus decentralized systems, upon continuing education. In the past much interest has been focused on the controversy related to organizational structure. But in light of the return to campus of large numbers of adult students who are challenging the basic missions of higher education, it can be studied with renewed vigor. A personal definition of continuing education will be followed by a discussion of two basic organizational models. Some of the implications of structure upon program development, faculty involvement and funding within continuing education will also be described.

Continuing education can be explicated in terms of the clientele it serves. It is a difficult task to exhaustively describe this large and varied population. The educational background of these students range from those persons who have no previous postsecondary training to those who have already obtained professional degrees and must remain current in their fields. Their ages range from early adulthood to post-retirement but the largest concentration falls in the 25 to 34 year old age group. Their reasons for continuing their education include improving current job skills, developing new job skills, enhancing their personal competence in a variety of areas and/or increasing their adaptability to change.[1] The majority of these students tend to place greater emphasis on the utility of knowledge than on learning for learning's sake. It must be noted that definitions and perspectives of continuing education differ widely because of the variation in institutional types, locations, clienteles, and stated academic goals.

Two principal modes of organizational structure have emerged for management of continuing education programs. One structure does not necessarily supercede the other but each offers advantages and disadvantages in terms of providing the institution with a framework for meeting its educational goals.

In a decentralized pattern of administrations, programming responsibility is distributed among the various campus units thereby affording these units

decision making prerogatives related to course content and delivery systems.[2] In a centralized continuing education enterprise, a single unit is established to make decisions about programs, faculty and finding.[3] The first controversy which surrounds the choice of organizational structure is often defined as one of programmatic emphasis.

II. Developing Programs

A decentralized program typically emphasizes traditional academic content over the individual needs of its students. In essence, the student is forced to adjust to the curriculum and to the learning environment. Great importance is often placed upon credit offerings as opposed to noncredit ones because the department is expected to follow "legitimate" patterns of educational pursuits. In an attempt to maintain credibility, these continuing education programs tend to resemble those of the regular academic curriculum although they may be packaged differently and offered on off-campus sites. In one very important sense "quality" is assured because of strong academic input, and consequently the status and the prestige of the continuing education program remain higher than if it were functioning apart from the academic department.

Within a centralized unit of operation, the student rather than the discipline is the focus. These units pride themselves in their ability to assist in the translation of traditional course content into a form that is meaningful for the students it serves. In this framework, curricular design is shaped by the special needs of adults.

The system of beliefs espoused by most continuing education specialists is based on a desire to provide a service oriented education for its clientele. Foremost in their role priorities is the ability to provide access to education for individuals who otherwise whould not be able to enroll. This egalitarian attitude is reflected in the belief that education should be available for all persons who can benefit from it.[4]

Centralized units usually behave semi-autonomously and therefore, they enjoy freedom from cumbersome academic regulations. Consequently, courses and even curricula can be created, modified and abolished more quickly in these units than in those that must be regulated by prescribed academic guidelines.[5]

In my opinion, there is little doubt that if program development is the only consideration, the mission of developing innovative programs and delivery systems is carried out far more successfully within a centralized unit. The leadership housed in such a unit perceives innovative program development as its primary goal and is less likely to allow other competing forces to interfere with it.

III. Involving Faculty

Many educators believe that the prevailing advantage of decentralization lies in the interrelated identifications that develop between continuing education programs and its parent schools or colleges.[6] Faculty come to accept continuing education as one of their own programs and take responsibility for the quality of learning and teaching. In a unit dominated by faculty, continuing education may provide a means by which results obtained through research may be more readily translated into applicable course content and valuable methods

of instruction. In such a model, it is imperative that faculty skills are reoriented to include widespread use of new materials or nontraditional forms. These skills could be easily obtained through in-service development programs if they were offered on a regular basis.

Truly effective faculty reward systems for activity in research, market analysis, and program development can best be developed under a decentralized system. Here the mechanisms for applying the reward system are already available; however, new criteria for doing so must be established. When the reward structure does not recognize such work as legitimate, innovation will be halted.

Faculty participation in centralized continuing education units has traditionally been sporadic and usually limited to the teaching function. It is likely that faculty will never respond well to a centralized system which undercuts what they believe to be their prerogatives of decision-making. These prerogatives traditionally include decisions about course offerings, content emphases, and instructor abilities. One possible way to alleviate some of this hostility or competition is for the centralized unit to actively build supportive relations with the faculty in an attempt to increase their involvement.

An ideal condition may be one where the unit can afford to hire its own faculty who demonstrates strong academic expertise. However, because content changes rapidly, their particular skills may be outdated in a short period of time. Most centralized units are dominated by continuing education specialists, many of whom conbine an academic specialty area with knowledge and skills in adult development and learning. Persons with this type of background are more likely to possess the ability that is required to adjust the curriculum and the environment to meet the special needs of students. However, these specialists, who usually combine administrative, programmatic, and teaching responsibilities, often understandably fall short in research activity.

It is important for programs in both types of structures to give more attention to university faculty because of their expertise and their influence within the university power structure. Greater faculty involvement under a decentralized system seems to enhance the academic emphasis of the program. The key to increased involvement with continuing education on the part of faculty certainly lies in a newly designed reward structure which extends promotion criteria beyond teaching and research towards service and program development.

IV. Financing the Program

Several types of funding problems have continued to reoccur in continuing education programs. The kinds of decisions made about financial support obviously depend on the importance that institutional policy makers place on the continuing education function. Those operations which are required to function on a self-supporting basis usually balance a program of educationally or innovatively oriented course offerings with those that will insure income. In another instance, units or departments which are allocated regular university funds, although often required to keep a healthy enrollment, can focus upon educationally sound program content because they are free from fluctuating financial stress. However, those programs which are required to produce revenue in order to support other institutional operations are constantly involved in a struggle between offering courses of high quality and those that make money.

No matter what funding pattern is used, decentralized programs may experience

a less efficient use of resources because of duplicated effort in business operations and promotion. Profit producing units are unlikely to give up financial resources to others that have incurred deficits. However, if continuing education is integrated with the academic budget and if the program is well operated, it can return money to the department to be used for any desired purpose. If the continuing education function is viewed as peripheral to the department, a danger arises that the program may be cut during time of financial duress.

A centralized program offers the advantage of having the capability to mount support for a very consolidated program. One unit with a central mission is more likely to be financially supported than if it is housed in a department with competing functions. A centralized operation can make much more efficient use of resources by avoiding duplication of effort and service. Because variety and depth in course offerings are the basis for a superior continuing education program, profit producing subdivisions are able to support others that are less financially successful but of sound educational value. However, as a central unit, it also competes with other special programs and thus may be very vulnerable to attack. During times of limited funds, allocations for this type of unit which offers special services may be severely cut.

If one looks at the effects of organizational structure on funding, the evidence is mixed. Although the centralized system may make more efficient use of resources, an operation perceived to be primarily service oriented may lose support under either administrative form. What really are needed are consistently earmarked funds coupled with support from major administrative personnel and interested faculty.

V. Conclusion

The reasons why the organizational structure of continuing education programs remains an issue are evident. Advantages and disadvantages of either structure are in conflict and make resolution difficult. If each area could be viewed independently, it appears that the need for innovative program development would certainly support centralization, while the need for active faculty involvement tends to support a decentralized system. The key to financial success actually depends upon the importance placed on the program's mission, although centralized systems seem to ensure a more efficient use of funds.

Decisions made by top level personnel in regard to the continuing education mission may hold the outcome for this issue, especially as internal institutional rivals increase competition for finite funds and decision making influence. It is also likely that statewide coordinating bodies will influence the organizational issue through their attempts to insure that institutions in geographic proximity reduce duplication of programs.

FOOTNOTES

[1]Cross, K. Patricia, Valley, John R., and Associates, Planning Non-Traditional Programs, p.2.

[2]Gordon, Morton, "The Organization of Continuing Education in Colleges and Universities", NUEA Spectator, 37:23, September, 1974.

[3]Ibid., p. 23.

[4]Ibid., p. 22.

[5]Ibid., p. 22.

[6]Ibid., p. 25.

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Cross, K. Patricia, Valley, John R., and Associates, Planning Non-Traditional Programs, Jossey-Bass, Inc., San Francisco, 1974.

Gordon, Morton, "The Organization of Continuing Education in Colleges and Universities," NUEA Spectator, 37:20-27, September, 1974.

Stern, Milton R., "The Invisible University or Edges, Margins, and Peripheries," A paper presented to a conference commemorating the 40th anniversary of the New York University School of Continuing Studies, April, 1975.

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M.S., 1971, Indiana University, Student Personnel Administration

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Internship Responsibilities:

A. Research and Sponsored Program Information Dissemination (60%)

1. Participation in meetings with faculty, individually and in groups, relative to the services of the Research and Sponsored Programs office

2. Participation in formal seminars, workshops, and classroom instruction on grantsmanship

3. Participation in the development of an information retrieval system for responding to faculty inquiries about potential funding sources

4. Distribution of program announcements and deadlines to the faculty and assisting faculty in the location of funding sources

B. The Application and Implementation Procedure (20%)

1. Preparation of printed materials for faculty use in the development and processing of proposals

2. Initiation of written and personal contacts with funding agencies on behalf of faculty to become acquainted with key agency personnel and policies

3. Preparation and processing of proposals and the administration of funded projects

4. Assisting in the administration of two internal funding programs for faculty--grants in aid of research and summer faculty fellowships

C. Involvement with Related University Functions (15%)

1. Attendance at administrative meetings such as the Committee on Protection of Human Subjects, the Research Plans and Programs Committee and the Committee on Inventions and Patents

2. Assistance with the preparation of status reports on school sponsored program activity and finances

D. Public Service - University Inter-relationships (5%)

1. Participation in formal seminars, workshops, and classroom instruction on grantsmanship

2. Participation in meetings with representatives of community organizations and the university regarding programs of mutual interest

FEDERAL FUNDS FOR UNIVERSITY SPONSORED PROGRAMS

During the past several years there has been growing concern in all segments of society over government intervention into the affairs of both private and public institutions. A perusal of 1976 issues of The Chronicle of Higher Education revealed that approximately 90 percent of those issues contained articles pertaining to the financial conditions of colleges or the implications of various federal regulations. Increased federal intervention has motivated some colleges and universities not to accept federal research contracts or funds in instances where federal controls are considered excessive. Some institutions have rejected federal funds altogether.

Amidst the concern and confusion, seldom is one able to find an article that clearly delineates the positive or negative consequences associated with the university's accepting or not accepting federal monies. The author takes the position that the use of federal funds is essential if colleges and universities are to achieve their research and service objectives. Although the same is true with regard to financial support from private donors, the current discussion focuses only on federal support. Part one of the discussion focuses on the history of the research teaching and service idea subscribed to be colleges and universities and part two focuses on the consequences associated with the use of federal funds and how institutions of higher education might cope with resultant problems.

Research, service and teaching are the broad objectives expounded by most institutions of higher education. However, the extent to which these objectivew are pursued vary and are the results of society's expectations, local, state and national needs, the availability of financial resources and the interest of college and university faculty members.

While most of the early colleges were more concerned with teaching than with research and service, there were several early proponents of the service and research idea. Benjamin Franklin's proposals regarding the teaching of "practical subjects" led to the founding of the College of Philadelphia in 1949. The founding of West Point in 1802, Renssalaer Polytechnic Institute in 1824, Lawrence Scientific Institute in 1847 and the Sheffield Scientific School in 1847 all represented individual or group efforts which sought to expand or offer alternatives to the classical curriculum offered in most colleges during that era.

Passage of the Morrill Act of 1862 represented the first major effort toward the utilization of federal assistance as a means of stimulating special types of education within the states. Embodied in the Land Grant Act were the principles upon which the research teaching and service idea was to nurture and grow. The "Wisconsin Idea" best personified those principles and beliefs. The founding of Johns Hopkins University in 1893 as a research and graduate institution is another example of the emphasis on research and the influence of the German University on American higher education during the late 1800's.

Historically, the federal government has supported a combination of categorical and basic research. The particular research emphasis as well as the level of support has been determined largely by national needs and congressional response to these needs. For example, appropriations for support of agricultural research has been in response to the farmer's need for new or improved farming practices and seed varieties, while the emphasis on health has been in response to national concern about particular health problems. Because of the various shifts in research emphasis some universities have found themselves in the situation of having a tenured and highly paid faculty member whose expertise is limited.

Federal payments to colleges and universites for research and related activities increased from $23,000,000 in 1930 to over $750,000,000 in 1960 (Brubacher and Rody, Higher Education in Transition, pages 224-244). This increased support enabled colleges to purchase sophisticated technical equipment, to enhance its reputation by hiring prominent researchers and in some instances to build new facilities. The peak years for federal appropriations for research and related activities occured between 1964 and 1974. In 1964 the country was spending approximately 3 percent of the Gross National Product (GNP) for research and development activities. This percent declined to approximately 2.5 percent in 1976 (Foundation News, November/December, 1976). In fiscal year 1975, federal agencies allocated over $4,5000,000 to colleges and universities. In terms of constant dollars the 1975 total declined by 8 percent compared with a real increase of 8 percent in 1974. Forty-nine percent or, $2,223,000,000 of the total amount appropriated in 1975 went for research and development (Science Resource Studies, National Science Foundation, November, 1976).

Few people would argue that colleges and universities could achieve their objectives without support from federal agencies or from private donors. However, the decrease in the level of federal funding and the increase in federal regulations does pose problems for many colleges and universities. Both of these actions result from a shift in national priorities and an attempt to improve accountability measures. Given these new developments, what are the negative and positive consequences relative to colleges and universities using federal funds? (During the peak years of federal support of university research and service programs, few government controls were imposed. Therefore, the current emphasis is <u>new</u> in that sense).

In response to the above question, a list of positive and negative consequences (advantages and problems for those who prefer) associated with continued use of federal money was compiled and assigned either a negative or positive value. Despite the bias nature of such a list and the assignment of particular values, it does enable one to focus attention on the central issues concerning the use of federal funds.

Table I. CONSEQUENCES OF USING OR NOT USING FEDERAL DOLLARS

	Positive (+) Negative (-)
+	Opportunity to provide service to citizens of the local community and/or the nation
-	Subject to numerous federal regulations and controls

+ Helps to improve public confidence and support of education (the opposite may also be true)

- The unpredictability of "soft-money" and its impact on institutional planning

- Increase in paperwork requirements

+ Improved accountability procedures

- Accountability requirements beyond those deemed necessary by institutions of higher education

- Less autonomy relative to how research activities are to be carried out (in cases where "contract research" is performed)

+ Enhancement of institutional reputation

+ Opportunity for undergraduate and graduate students to become involved in research projects

+ Opportunity for faculty members to increase or supplement knowledge in those areas related to teaching assignment

+ The procurement of laboratory equipment, additional facilities and increased library holdings

+ Enhancement of the university's ability to recruit students and faculty members with desired academic and personal qualifications

+ Opportunity for institutions of higher learning and community agencies to work together on problems of mutual concern

The validity of the above issues could be tested by constructing and administering an assessment instrument to selected individuals and subjecting the data to various statistical analyses. While this has not been done, the list does contain some central issues worthy of further discussion and consideration. For example, what can colleges and universities do to minimize the problems and maximize the benefits that derive from the use of federal funds? The following recommendations might serve as a focal point of our discussion.

It is recommended that colleges and universities pursue the following courses of action:

1. Work with various federal agencies during the "developmental stages" of rule making and legislation.

2. Work with other colleges and universities with similar objectives and problems in an effort to develop "self-monitoring" guidelines and procedures.

3. Exercise extreme caution in the acceptance of federally sponsored programs that may have long range financial implications for the institution.

4. Minimize dependence on federal funds by seeking additional support from private foundations - diversify sponsorship where possible.

5. Carefully review all proposals submitted by faculty members to make sure that the objectives of the proposed activity is consonant with university objectives.

The above recommendations are not novel since some institutions are already pursuing courses of action which should result in improved government-university relations. However, the success of such endeavors will depend upon the initiative and leadership exercised by colleges and universities working in concert.

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The Office of Information and Computer Services is responsible for all computing activities on the eight campuses of Indiana University: administrative, research, instruction, and public service. Present computing facilities include Wrubel Computer Center (Bloomington), Data Systems and Services (Bloomington), Indianapolis Computer Center, and the Indiana University Computer Network (IUCN) which connects each campus with whichever facility is needed. Although the lines among the functions of the facilities are not rigidly drawn, most administrative computing (Indiana University Management Information System) is processed at Data Systems and Services; most academic computing is processed at the Wrubel and Indianapolis facilities.

Internship Responsibilities:

1. Coordinating publications related to Indiana University Management Information System (IUMIS)

2. Developing a management reporting format

3. Developing frameworks and procedures for
   a. evaluation of IUMIS projects
   b. evaluation of IUCN services and use
   c. long range plans for IUCN

4. Assisting with preparation of position papers and presentations for
   a. Board of Trustees seminar on IUCN
   b. Indiana Conference on Higher Education
   c. College and University Systems Exchange annual meeting

5. Assisting with two seminars in higher education
   a. Higher Education Planning: Theory and Practice
   b. Management Information Systems and Techniques

6. Assisting with three research projects
   a. Campus Ministry in the Indiana and Kentucky Lutheran Church of America
   b. Kansas United Methodist Higher Education
   c. Life Cycles in Institutions of Higher Education

MIS and Decision Making in Higher Education

Since the early 1960's, considerable effort has been expended to develop new and improved management techniques and principles to assist college administrators. Most of this effort has been directed toward advocating the use of business management methods in education and in designing for institutions of higher education sophisticated management information systems (MIS) adapted from models and principles used in business and industry.

Representative of these efforts is the work by the Western Interstate Commission for Higher Education (WICHE). In cooperation with the National Center for Higher Education Management Systems (NCHEMS), WICHE initially designed a series of uniform financial accounting and reporting systems intended specifically for cost analysis in colleges and universities.[1] The systems were developed to provide clearly stated, accurate, and consistent information with which an individual institution can reflect its current financial status and make better decisions about its future financial situation. An additional purpose of the WICHE program was to facilitate the exchange and analysis of comparable data among institutions as well as to report comparable data at the state and national levels. Further, one of the more general aims of WICHE is to help colleges and universities improve both their programs and their management.[2] A major feature of programs represented by WICHE is the design, development and implementation of an institutional MIS, here defined as "an organized method of providing past, present, and projection information related to internal operations and external intelligence"[3] which supports the functions of the organization by furnishing uniform and timely information to assist decision making at the operations, control, and planning levels of the organization.

The premise underlying the development of such management information systems is that better, more logically organized information infused into the decision making arena will produce better and more logical decisions about current financial operations and sounder projections about future conditions and directions in general. The assumption on which this premise is based is that the process and content of decision making in higher education follows a rational problem solving model. The model is usually described as follows: identification of problems to be resolved; analysis and evaluation of problems identified; establishment of criteria by which alternative solutions will be evaluated; data gathering on problems; identification of alternative solutions; selection of alternative; and, implementation of selected solution.[4]

However, recent research by Cohen, March, and Olsen[5] and by Salancik and Pfeffer[6] indicates that decision making in higher education does not necessarily follow the rational problem solving model on which MIS is based. In fact, Cohen, March and Olsen suggested that universities are most appropriately characterized as organized anarchies in the decision making process and organizational structure. Within this characterization, institutions are often "collections of choices looking for problems, issues and feelings looking for decision situations in which they might be aired."[7] Pfeffer and Salancik described the uses of power in university decision making and indicated that political and resource

accruing power have more effect in determining institutional decisions than the rational model would seem to encourage or permit.[8]

In addition, an increasing body of research in the form of surveys and case studies by consulting firms, foundation funded projects, and dissertation projects indicates that the use of MIS in higher education has progressed very little beyond the operation and control level of whatever particular form of MIS that has been implemented. Virtually no institution claims to possess, or has been identified as possessing, a fully developed MIS at the planning and policy making level.

The discrepancies observed suggest that the problem is considerably more basic than a concern with the acceptance, utilization, or effectiveness of the technical aspects of MIS in higher education. More precisely, the problem is the lack of clarity about distinctions between conceptual frameworks for decision making in higher education to which MIS is applied and conceptual frameworks for decision making in business and industry from which MIS is derived. The argument here is that those distinctions have been neither adequately identified, described, nor acknowledged.

One approach to identifying possible conceptual distinctions is to analyze several benefits and problems claimed to be the results of MIS implementation. Three results are almost always described as either real or potential problems of MIS implementation:

(1) greater organizational control of previously informal or covert behaviors, policies, norms, and thus reduction of the individual's space for free movement;

(2) leadership based more on competence than power; and,

(3) reduction of political warfare among and within groups in the organization.

That distinctions related to fundamental organizational concepts begin to emerge with the realization that these same three factors are also consistently cited as benefits of MIS implementation. By focusing on the basic components of each problem/benefit, a preliminary list of variables can be identified and elementary distinctions suggested between the perspectives existing in the use of MIS and in institutions of higher education.

Factor #1. Greater organizational control of previously informal or covert behavior, policies, norms, and thus reduction of the individual's space for free movement. Two components or variables can be drawn from this factor. The first is locus of control, both for the organization as a whole and for participants in the organization. The second component is the dominant pattern or emphasis of relationships within the organization.

From the MIS or benefit perspective, the locus of control for both the organization as a whole and the participants is the formal or administrative organization itself. From the problem or higher education institution's perspective, the locus of control for the institution is the community or governance structure for the organization. For the participants, the locus is the individual or subunit with which the individual is most closely associated.

The dominant relationships suggested by an MIS perspective are formal and precisely defined. From the higher education perspective, the dominant pattern may be best described as fluctuating between formal and informal relationships.

Factor #2. Leadership based more on competence than power. To say that the basis for leadership in an institution using MIS is competence is not to say that the basis of leadership in higher education is incompetence. First, a particular type of competence is implied, informational or MIS competence. Second, traditionally in higher education, equal emphasis has been placed on a sense of collegiality and general competence as a basis for leadership. Rarely in MIS related literature are dimensions of leadership other than competence discussed.

Factor #3. Reduction of political warfare among and within groups in the organization. From this factor, a view of conflict within the organization can be drawn as a component or variable. When cited as a benefit of MIS, "the reduction of political warfare" implies a rejection of political processes and relationships within the organization and that conflict is considered abnormal. In contrast, according to the studies by Pfeffer and Salancik[10] and by Baldridge,[11] political processes and relationships are inherent in the nature of higher education organizations. Since conflict is a basic aspect of political processes and relationships, conflict is normal in institutions of higher education.

The variables identified and listed in Figure I are not presented as an exhaustive list. Neither are the predominant descriptors assigned to the variables intended as absolute or rigid. Rather they are suggested as a basis for generating additional variables for analysis and for discussion about conceptual distinctions related to decision making with MIS and decision making in higher education.

Figure I. Predominant Descriptors Related to Conceptual Variables

Variable	Predominant Descriptors	
	MIS	Higher Education
Locus of control:		
Organization	Organization	Community
Participants	Organization	Individual/sub-unit
Dominant relationships	forman/defined	informal/fluctuating
Basis of leadership	information competence	collegiality
View of conflict	abnormal	normal

Footnotes

[1]Western Interstate Commission for Higher Education, Report of the Joint Accounting Group, 58 pp.

[2]Minter, John, and Lawrence, Ben, editors, Management Information Systems: Their Development and Use in the Administration of Higher Education, p. 1.

[3]Kennevan, W. J., "Management Information Systems: MIS Universe," Data Management 8:63, September, 1970.

[4]Craven, E. C., "Information Decision Systems in Higher Education: A Conceptual Framework," Journal of Higher Education 46:127, March/April, 1975.

[5]Cohen, M. D.; March, J. G.; and Olsen, J. P., "A Garbage Can Model of Organizational Choice," Administrative Science Quarterly 17:1-25, September, 1970.

[6]Salancik, G. R., and Pfeffer, Jeffrey, "Bases and Uses of Power in Organizational Decision Making: The Case of a University," Administrative Science Quarterly 19:453-471, December, 1974.

[7]Cohen, March, and Olsen, op. cit., p. 1.

[8]Salancik and Pfeffer, op. cit., pp. 470-471.

[9]Argyris, Chris, "Management Information Systems: The Challenge to Rationality and Emotionality," in MIS: Management Dimensions, pp. 294-296.

[10]Salancik and Pfeffer, op. cit., pp. 453-471.

[11]Baldridge, J. V., editor, Academic Governance: Research on Institutional Politics and Decision Making, pp. 532-555.

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JUNIOR AND COMMUNITY COLLEGES

INTERN: Jan H. Jonas

B.A., 1964, Ohio State University, German

M.S., 1966, Indiana University, Student Personnel Administration

Ed.D., 1974, Indiana University, Higher Education Administration

SPONSOR: Robert E. Parilla

SITE: Executive Vice-Chancellor, Cuyahoga Community College, Cleveland, Ohio

Internship Responsibilities:

1. Providing staff assistance in the implementation of a newly designed College-wide Governance System.

2. Assisting the Office of Human Resources/Personnel and the Search Committee by reviewing folders of candidates for the position of President of the Eastern Campus.

3. Facilitate efforts of a Task Force on Governance at the Eastern Campus. This group has been charged with developing a new structure for governance on that campus.

4. Staff team person for the Joint Governance Advisory Committee on Rights and Responsibilities. This committee has been charged with revising the College's policy on faculty work load.

THE ISSUE OF GOVERNANCE IN AN URBAN, MULTICAMPUS COMMUNITY COLLEGE DISTRICT

The issue of governance is one that obviously is not new to higher education; it has received considerable attention in the literature over the years. Much of that attention has appropriately been concerned with boards of trustees and their roles as the entities legally responsible for institutions of higher education. But a good deal of the literature, especially in recent years, has been concerned with strategies and structures for involving members of the college community in the decision-making processes of the institution. It is this latter type of involvement, particularly as it relates to an urban, multicampus community college district, that I wish to address in this paper. For our purposes, an urban, multicampus community college district shall be defined as a fixed geographical area in which there is a single, open-door, public two-year comprehensive postsecondary educational institution, with a minimum of one inner city campus and one suburban campus.

There are several factors which must be considered when contemplating the development of a governance system for a miliicampus institution:

(1) The members of the Board of Trustees and the chief executive officers must be committed to the development and implementation of a governance system. Unless such a commitment exists, it is unlikely that sufficient resources will be available for nurturing the system in its developmental stages. It should be pointed out that resources here should not be thought of strictly in a financial sense; they might also take the form, for example, of released time, staff support, or seminars in group decision-making processes. Board and executive commitment is also a critical factor in enhancing the potential for successful implementation of the system.

(2) There must be a clear definition of what is meant by "governance" and this definition must be communicated and understood throughout the institution. I have come to the conclusion that it is indeed unfortunate that the word "governance" was ever used to denote the involvement of members of a college community in the decision-making processes of their institution, let alone that it has become the common terminology for describing such involvement. It implies that those who are involved will have the opportunity to govern according to Webster's first definition, i.e., "to exercise authority over; rule, administer, direct, control, manage, etc.," when, in fact, what is most commonly meant is the second definition, "to influence the action or conduct of; guide; sway (to govern public opinion)."[1] The distinction between the two must be made clear.

(3) There must be a clear differentiation between what appropriately falls

[1]Gurlanik, David B., (ed.-in-chief), Webster's New World Dictionary of the American Language, Second College Edition, William Collins + World Publishing Co., Inc., Cleveland, 1976, p. 604.

within the realm of a governance system and what does not. The review and recommendation of policies and procedures falls within the realm; the actual implementation of those policies and procedures does not. Monitoring the implementation may or may not be appropriate. Matters that are dealt with through collective bargaining are not within the purview of a governance system. It is important that care is taken to insure that administrative responsibility is not abdicated under the guise of governance and that involvement is not carried to the point of absurdity.

(4) Who should be involved to what extent in the governance system must be determined. One premise frequently used as the basis for such determination is that all those who might be affected by a decision should have an opportunity to provide input into that decision. The premise is sound when an institution is small, but the complexities of implementation become more difficult as an institution increases in size. This tends to lead to a form of representation based occasionally on areas of expertise, but more often on identifiable constituent groups, i.e., faculty, students, staff, and administrators.

(5) A structure for the governance system must be developed. The structure should be lean and should be developed in light of what the system is expected to deal with and who will be involved to what extent. The role that each unit (committee, council, etc.) is expected to play should be delineated clearly, as should the channels for processing matters through the system. Specific provisions for modifying and refining the system should be included.

(6) Means for insuring effective interface between and among the college as a whole and the campuses must be explored. The similarities and differences between college-wide and campus governance must be identified. There is a need to determine what aspects of a campus governance system should be parallel to those of a college-wide system and what aspects should, and perhaps must, be necessity, be unique. A campus governance system which is simply a microcosm of a college-wide system is, in my opinion, superfluous and is basically a waste of human and financial resources.

(7) There should be provisions for both formative and summative evaluation of the governance system. Formative evaluation should help facilitate the growth and refinement of the system. Summative evaluation should provide evidence of the success or failure of the system over time.

Reflecting on what I've written thus far, it seems to me that my comments are probably as applicable to an institution like Indiana University as they are to an urban, multicampus community college district. What factors then, in terms of their potential influence on a governance system, are perhaps unique to the latter setting? Several come to mind. Few institutions have experienced comparable growth and expansion over such short periods of time; this has precluded the evolution of traditional strategies and structures for community governance. Turnover among students is high; many students attend part-time. Most students are older than traditional college freshmen and sophomores and have extensive personal commitments (e.g., family, employment) which take precedence over extracurricular involvements. Turnover among faculty is low; primarily as a result of policies which permit tenure to be granted after two or three years. Consequently, many faculty remember how it was "in the good old days" when the institutions were just emerging--and wish that things were still that way. The

proximity of the campuses creates a critical need for consistency throughout the district; yet, the draw areas for each campus create demands for flexibility and uniqueness. The problems of centralization versus decentralization boggle one's mind.

This paper is intended to serve as the starting point for discussion. I especially hope that we might be able to generate some responses to the following kinds of questions:

(1) Are current efforts to develop governance systems for urban, multi-campus community college districts unique, or are they simply late-blooming versions of the community governance model described in John Millett's article?[2]

(2) Is collective bargaining a form of governance?

(3) What potential effect might the energy situation have on governance?

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[2]Millett, John D., "Governance and Leadership in Higher Education," Management Forum, Vol. 3, No. 9, December, 1974.

VITA

INTERN: Richard V. Hamlin

B.A., 1968, Purdue University, Sociology

M.S., 1972, Purdue University, Sociology

SPONSOR: Dr. Ronald F. Williams

SITE: Office of the Dean of Career Education, Sauk Valley College, Dixon, Illinois

Internship Responsibilities:

1. Conduct retention studies on Auto Tech/Drafting/Corrections. Report submitted to Dean of Career Education with statistical data and recommendations.
2. Teach two courses each semester in Sociology/EDP.
3. Attend administrative counsel meetings.
4. Attend all Career Education department meetings.
5. Conduct one major faculty development project.
6. Conduct follow-up study of intern students in Business.
7. Night administrative coverage.
8. Assist in conducting student evaluations for Mr. Barber's office.

INDIANA UNIVERSITY AND SAUK VALLEY COLLEGE:

EDUCATION IN CONTRASTS

This paper is going to represent the views of one individual, in terms of an admittedly short-term experience at one community college. Now, I am not an expert in community colleges, so what I have to say applies to one particular community college--Sauk Valley College--in one particular location--the middle of northern Illinois--at one particular time--Fall, 1976, and Spring, 1977--as viewed from one particular perspective, that of Richard Hamlin, administrative intern. Having stated all of the disclaimers required by the situation, I would now like to talk about some contrasts between Indiana University and Sauk Valley College, and I would like to talk about these contrasts on an informal, first-person, conversational basis, rather than in a forma, written-paper type of presentation. I would like each of you to imagine that you and I have bumped into each other in the cafeteria while having coffee, and that the conversation has gotten around to the differences between universities and community colleges, and that you have asked me my views of Sauk Valley College, and my experience there. Perhaps my answer might go something like this:

"You ask about my perceptions of the differences and similarities between a university like IU, and a community college like Sauk Valley. Personally, I see perhaps more differences than similarities between them. Now, you know what IU is essentially like, so let me tell you about Sauk Valley College, or SVC, as everyone there calls it. SVC is a young, growing community college. Physically, Sauk Valley College is impressive; almost all of the college is housed within a single building recently constructed at a cost of about $10,000,000. Architecturally, the main building at SVC resembles a long, straight three-story modern shopping mall, with a wide, broad walkway down the middle, and soaring open spaces. About the only difference between SVC and a shopping mall is that on its perimeter, SVC has classes, not shops and stores. Aesthetically, Sauk Valley College is impressive, also--the main building is well situated on a large rural campus. Athletic playing fields and ample, well-lighted parking lots surround, but do not block the view of, the main building. The rear of the main building is within 100 yards of the scenic Rock River; also included in the campus holdings are three nearby islands situated within the Rock River. Every year there is an all-campus party on the river banks; in 1976, this party featured free food, a local acid-rock dance band, a Chinook helicopter (courtesy of a local National Guard unit and piloted by a SVC alumnus who flew combat helicopters in Viet Nam), and a huge tug-of-war; the food was good, the band was terrible, and the helicopter and the tug-of-war were interesting. The tug-of-war matched students against faculty and administration; as usual, the students won. Afterward, someone said that the tug-of-war, which pits students at one end of a long rope against faculty and administration on the other end, with a pile of river mud in between the two groups of contestants, represents the only occasion on which the faculty and administration wholeheartedly pull together. Presently, SVC has a teaching staff of 61 full-time and 129 part-time faculty, a professional staff of 11, and an administration of 13. The full-time faculty

of Sauk Valley College is unionized, and is represented by the National Education Association as its bargaining agent. From the bits and pieces of institutional history that I have been able to glean, the faculty-administrative relationship has often been stormy, and many faculty members support the union only minimally and grudgingly, feeling that the union is a necessary evil--evil, or at least suspect, because of its very nature, yet necessary because it constitutes the only available defense against the administration. Institutional and faculty orientation is toward teaching, not research or publication; last year, two full-time faculty members published--in essence, they revised a high school and college civics textbook which they had originally written some years ago. In addition, one incoming middle-level administrator had an article accepted by ERIC. This year, our philosophy teacher published an article in a philosophy journal on the 18th century Italian philosopher, Vico. Each of these events was considered extraordinary enough for the president to announce in a college-wide memo, which was then followed by a news release for local media. As I say, at SVC the emphasis is on teaching--the teaching function is supported by a small, yet adequate library, and by an audio-visual center and several learning laboratories, which are complete with much programmed instruction. For example, the secretarial science majors work on the latest IBM Selectric II self-correcting typewriters, and the secretarial science laboratory is extensively equipped with cassette playback units, with five audio-visual carrels containing synchronized sound-picture instructional materials of the self-pacing variety, and a $10,000 IBM magnetic-card automatic typewriter. There is another learning laboratory for the students in the various medical skills programs, and the teaching resources available to the Automotive Technology instructors have to rank mong the best available anywhere.

"Personally, I have no doubt that, on a per capita basis, the typical SVC teacher has far more technical and audio-visual support than does the typical teacher at IU. 'Unto whom much has been given, much will also be demanded'; however, in comparison to the IU faculty member, the faculty member at SVC has a heavy teaching load. Currently at SVC, typical teaching load is 10 courses per academic year; 5 courses each semester. By 'courses', I am referring to a 3-credit course enrolling an average of 22 students per course. Technically stated, the expectation for an average faculty member is that he or she will teach 30 credit hours (10 courses x 22 = 660). Should a faculty member teach 10 courses and still not generate 660 student credit hours, the current faculty contract gives the administration the right to assign an 11th course without paying overtime. As at IU, teachers are organized officially into departments, and often--though unofficially--into shifting factional alliances. At present, there seems to be considerable social distance between several faculty members in the humanities, and some in the career education program. If you are interested, I'll be happy to go into the reasons for this animosity; basically, several humanities faculty feel that a college campus is an inappropriate setting for vocational training, while some of the career education instructors resent the fact that humanities instructors tend to have lighter teaching loads than do career education instructors. Right now, however, I'd like to discuss the student body at SVC. At present, SVC has a total student enrollment of perhaps 4,400 or so <u>total head count</u>. This would include anyone who takes one or more credit or non-credit courses during this semester. If we talk FTE (Full time equivalent) enrollment, Sauk Valley has an FTE enrollment of about 2,400 or so. During various education courses I had the opportunity to read some of the work of William Moore, Jr., such as <u>Against the Odds</u> and <u>Blind Man on a Freeway</u>, and of K. Patricia Cross, such as <u>Beyond the Open Door</u>, and so I went to Sauk

Valley, confident that I was ready to meet, and deal with, 'the new student' and 'the high-risk student'. And then, I got a rather rude awakening--Sauk Valley College really doesn't have very many of them. In fact, a study done by the Admissions Office at SVC shows that in terms of academic background, the high school graduates who attend SVC resemble very closely those high school graduates who constitute the freshman class at various four-year colleges and universities throughout the country. The SVC students, by and large, come from middle-income families--there is little unemployment in the Sauk Valley College service area, and the area itself is a rich farming area with a good, fairly diversified industrial base. SVC serves relatively few minority students, since there are relatively few minority members who live within the SVC service area. On a rough percentage basis, it can be estimated that SVC student body is composed of 74% Anglos, 24% Chicanos, and 2% blacks and others. Furthermore, it is not for the lack of trying that SVC does not have more 'new, high risk' students. Sauk Valley College has a commitment to the open-door policy, backed up by a well-equipped, modern academic skills center, and three full-time instructors to staff this center. However, the academic skills center is currently facing a serious decline in student credit-hour production, despite the frantic activities of the new director of the academic skills center to maintain full academic loads for his instructors. Unless this slide in credit-hour production is halted, the Academic Skills Center at SVC may have to retrench one or more of their instructors. So, with the fear of retrenchment, there is a powerful incentive for serving the 'new, non-traditional, high-risk' student. Frankly, there just does not seem to be that many of William Moore's, and K. Patricia Cross's, people within the Sauk Valley College service area.

"Well, if Sauk Valley College doesn't have a lot of 'new, high-risk, minority students', what kind of students does it have? Sauk Valley College, like many community colleges, has several different segments within its student body. Here at IU, because of its historical structure and its 'flagship' status, the undergraduates are primarily between 18 and 22 years old, and have moved to Bloomington for the purpose of attending IU. In contrast, SVC has several different populations which it serves. In terms of curriculum these segments are as follows: first, there is the transfer student; second, is the terminal--or, in modern teminology, the career education student; third would be the community education student. At SVC there are a lot of people who are coming back to school, or coming to school for the first time, at night after work or on the weekends. The educational market here extends up to, and through, the senior citizens--the oldest SVC student at present is over 100 years old. (SVC enrolls many senior citizens partially as a result of offering courses at more than 20 nursing homes in the area. SVC has also picked up some fairly young students; to date, the youngest SVC student has been 9 years old.)

"All of these different segments make for a fascinating student body. One class which I taught last semester had an age range of 18 to 45, and this was an on-campus, regular course. I also taught a Saturday morning class, where 7 of the 10 students were significantly older than the instructor. At IU, an age range--and experience range--like this would be somewhat exceptional at the freshman level; at SVC, this type of age and experience range is the rule, rather than the exception. These different populations are discussed in much of the community college literature, so I will not discuss them further there. These populations have many differences between them, but they also seem to have one common similarity--each of these different segments seems to view Sauk Valley

College as a means to an end, but not as an end in itself. This I would see as a contrast to Indiana University. In my conversations with incoming freshmen at IU, I have found that a number of the ones to whom I spoke have no definite vocational aims in mind when they enter IU. Many of the students to whom I have spoken have indicated that they came to IU because they did NOT know what they wish to do with themselves, in a vocational sense, and that they came here to IU to explore various alternatives, to find themselves, and to experience the college world, "to have the college experience". Mind you, I'm not condemning this--the task of helping individuals find identity within the context of human knowledge and experience, and consciously change themselves is, and should be, a valid and valued rationale for American higher education; in essence, this is one of the reasons for the enduring presence of the humanities within the curriculum of higher education. However, none of the three major segments of the SVC student body seem to have this orientation to the same degree as one would expect to find at IU. This difference in means-ends perspective becomes very important when one starts to talk in terms of the concept of 'retention'.

"In the research literature of higher education, there is quite a bit of emphasis given to retention. My limited contact with various aspects of counseling at IU would indicate that there are many people at IU who are very concerned with the effect that 'dropping out' has on the student in question. Likewise, there is considerable concern with retention at SVC. This concern, however, does not stem primarily from concern with the personal consequences that 'dropping out' would have for the student; rather, the concern at SVC over retention is an administrative concern--a high attrition rate plays absolute hell with trying to operate a low cost, yet fiscally sound educational program. I'll come back to this administrative aspect of the consequences of a high attrition rate in a minute, but first let's talk about the differences in perspective that students at IU and SVC have. I've just said that there seem to be quite a few individuals at IU who are concerned over personal consequences for the student who 'drops out'; I've also said that there seems to be little, if any, of this same type of concern at SVC. What does this difference mean? Does this difference mean that SVC is sorely lacking the the type of concerned individuals which one finds at IU? No, to me it doesn't; personally, this difference says that 'dropping out' has a vastly different significance at SVC and other schools like it than it has at residential 'mega-versities' such as IU. This significant difference would seem to stem from the difference between a residential university, and a commuter-based community college, and in the difference in orientation between the experientially-oriented student body at IU, and the goal-oriented body at SVC. At Sauk Valley, 'dropping out' and 'stopping out' are no big things to the students in terms of their emotional impact. Consider the situation of the typical 18 to 22 year old SVC student. That student is at SVC to do, or to try out, something--by and large, he or she is not there to live 'the life of the mind'. Furthermore, the SVC student is still deeply rooted in the home community, unlike the typical undergraduate here at IU. As a rough figure, 90% of the SVC students in the 18 to 22 year old age bracket reside at home, and about 90% have some form of gainful employment, in addition to attending classes. Given this orientation, and this community embeddedness, 'dropping out' is no big, earth-shattering event. I can remember in my undergraduate years at Purdue University, which is a residential 'mega-versity' similar in many respects to IU, that for someone to 'drop-out' was like having that person die--in fact 'dropping out' was, in many respects, a social equivalent of death. It was very likely that one would never see again a former classmate who had dropped out, and that the 'drop-out' would never again have the opportunity to enjoy the college experience, or to get the

college diploma, which was then considered to be the only passport to the 'good life'. During the mid-1960's, this feeling of psychological trauma was heightened by the knowledge that the 18 to 22 year old male who dropped out, or was dismissed from college, would soon find himself before his local Selective Service Board, and would shortly be faced with a choice between military duty in Southeast Asia, or self-imposed political exile to Canada. Well, there is no draft anymore, and no war in Southeast Asia, so that pressure has been lifted off the heads of all collegians. In addition, however, the typical SVC student does not lose touch with friends and acquaintances should he or she decide not to return to school next semester; after all, he and they still reside in the same community, at the same address, and with the same telephone number. If SVC student Sam and his community college friends went drinking and bowling together before Sam dropped out, it's rather likely that they will continue to drink and bowl together if Sam does drop out, or simply not return next semester. Nor will Sam's friends probably feel any increase in social distance between themselves and Sam. After all, Sam had been going to Sauk Valley College for the same reason as themselves--at the time that they all enrolled, SVC was the best means--for one reason or another--of reaching their individual goals. Life situations change, however, and SVC may no longer be the best means that Sam has to get to do what he wants to do. Thus, Sam may have dropped out because he's on shift work at the mill, and his shift got changed, or because he's getting married, or because he and his wife are having their first kid, or because Sam is changing jobs, or because Sam has tried college life at SVC and decided that it's just not his style. Sam may also have been attending SVC to get the necessary skills to get the entry-level job that he wants; once he's got those skills, which he may get in one or two semesters, he can get the entry-level position which he wants, and so he has no further need at present of this previously-useful tool called Sauk Valley College. In short, Sam may drop out halfway through the second semester because he has fulfilled his educational objectives--he may have just gotten that entry-level position that he was going to school to prepare himself to get. Furthermore, it should be noted that if Sam dropped out, it was because Sam himself decided to drop out--for all practical purposes, there is no such thing as academic dismissal at Sauk Valley College. If Sam's grades were low, Sam would have been placed on academic probation and not allowed to graduate until his cumulative GPA reached a satisfactory level, but Sam would not have been expelled for academic failure; he would simply have been required to repeat the failed courses until he had mastered the material. (However, it should be noted that Sam could have been dropped from certain programs, such as the Medical Laboratory Technician program, for low grades.) Sam can also be rather casual about dropping out because SVC is a fairly-low-cost, community-based college. Dropping out, in this case, does not mean that Sam is giving up, now and forever, his only chance to get an education, a diploma, and 'the good life'. Sauk Valley College isn't going to move, or close down, in the foreseeable future; and, since SVC is supported by both state and local tax funds, the cost of an education at Sauk Valley College will not become exorbitant within the near future. So Sam can drop out, with the knowledge that if a Sauk Valley College education becomes important to him at some time in the future, he can return without undue hardship. And, as a matter of fact, many adults beyond the 18 to 22 year old age range do indeed appear in the classrooms of Sauk Valley College; median student age at SVC is now 35.

"Where does all of this leave us? On a short-term basis, this leaves us with a 'cafeteria-style' model of education as representing what actually goes

on at SVC, and probably at many other community colleges as well. During some of my formal course work, I can remember reading some articles critical of the 'cafeteria-style' model of education. Well, if an institution adopts an 'open-door' policy, and if the student body considers education as a means, and not an end, the result will be an educational cafeteria, and with a high drop-out/stop-out rate. Let's face it; on a purely pragmatic basis, higher education no longer holds the exclusive "keys to the kingdom of the 'good life'". There are crane operators at nearby Northwestern Steel and Iron who earn as much, or more, than the full professors at SVC. Personally, I would argue that the college experience introduces an element of life not found in purely-vocational training, but this argument would fail to convince many SVC students to take general education courses on their own. The SVC students take the courses they want to get the skills and background they feel they need to get the position they are after. If some degree requirements are not relevant to their own needs, well, then, the students simply will not bother with the meaningless formality of completing the degree. The Associate of Applied Science degree in Automotive Technology degree at SVC is an example in point. By and large, students enroll in this program with the idea of gaining the knowledge, skill, and certification necessary to get an entry-level position as automotive mechanic in a local garage or dealership. Thus, there is a very high drop/stop-out rate in this program because the students feel, probably correctly, that the humanities and social science courses required to graduate are useless when it comes to getting that important 'first real job'. This same rationale even extends within the Automotive Technology program--why take six Auto Tech courses if you can get the job you want after taking only three?

"On a longer perspective, the 'cafeteria-style' model of education evolves into a life-span education, although perhaps not in the sense that Birren and Woodruff had in mind in the article, "A Life-Span Perspective for Education" (New York University Education Quarterly, IV:4, Summer, 1973, pp. 25-31.) The same Auto Tech major who dropped out after three courses to get the entry-level job he wanted may later decide that he wants some knowledge, skill, and experience working with automatic transmissions and with automotive air conditioning systems; therefore, he may well come back to SVC to get additional courses to prepare himself to work in these areas. The same student who dropped out rather casually will know that there's no big thing about coming back to pick up some more courses. Again, this same student is at SVC to get something that he wants, and when he gets it, he will leave. Still later, this same student may decide that he's tired of working as a line mechanic, and that he wants to get into management, or he may decide to open his own shop. In either case, it might be valuable to complete that Associate of Applied Science in Automotive Technology degree to be able to prove to a prospective boss, or to the loan officer at the bank, that here is a real professional whose talents should be carefully considered. So our present drop-out may eventually end up completing a degree, and he may decide to do this next year, or ten years from now, or twenty, or never, for that matter. Sauk Valley College is going to continue to be available, and our local students need not be deferred from getting the education they want when they want it, by high cost, or by the necessity of pulling up roots, giving up a good job, and moving family just to get the chance to continue their education. This truly is life-long availability of educational opportunity--in an effort to insure that even those senior citizens with reduced financial resources are not denied the opportunity for higher education,

Sauk Valley College has instituted a special $1 per credit hour tuition rate for all over 65--at the present time, SVC has several local residents over 90 years old enrolled in coursework.

"In support of the traditional view of dropping out, Monroe has stated,

> '...drop-outs are a waste of time and money unless there is evidence that they have received satisfaction of goals and needs. Mostly, early departure, whether voluntary or involuntary, indicates that the college has not filled the drop-outs' needs. Colleges with high drop-out rates are probably not fulfilling their educational goals, either.'[1]

In contrast to this traditional view of dropping/stopping-out as espoused by Monroe and others, I am suggesting that (1) a community college may provide an excellent educational program and still experience a high drop-out/stop-out rate, and that (2) because of large-scale changes in our society, an open-door policy <u>will</u> lead community colleges such as Sauk Valley to have a 'revolving door' student body, on a short-term basis, and a life-span education, on a long-term basis. In fact, instead of the relationship between educational quality and retention being direct (as suggested by Monroe), this relationship may indeed turn out to be inverse; the higher the educational quality of an institution and the immediate relevance of its program to student needs, the higher the drop-out/stop-out rate. (This would seem to be an interesting idea for empirical investigation.)

"All of the foregoing suggests that there is no reason to assume a priori that Sauk Valley College, or any other similar community college, should worry deeply about the traumatizing effects that dropping/stopping-out has on the students involved. As a matter of fact, Sauk Valley College doesn't worry very much about these 'traumatic' effects, because they don't seem to exist. Sauk Valley College does, however, worry very much about the <u>institutional</u> effects of a high drop-out/stop-out rate. Why? Because a high drop-out/stop-out rate within any given program tends to render that program non-self-sustaining on an economic basis. Here, Automotive Technology is a prime example; to justify the full-time instructional staff of two which it has, the Auto Tech department should produce between 650 and 750 student credit hours this semester; instead, due to a high drop-out/stop-out rate, the two instructors in Auto Tech are currently anticipated to produce only 446 student credit hours this semester. In other words, the Auto Tech program is only about economically 60%-70% self-sustaining. In the face of such a situation, which is a long-term situation for the Auto Tech division, the administration of Sauk Valley College has several alternative courses of action which it might pursue:

a. Simply accept the situation as is, and depend upon other divisions to balance budget.

b. Cut those advanced courses with insufficient enrollment--in essence, this

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[1]Charles R. Monroe, <u>Profile of the Community College</u>. Jossey-Bass, Inc. Washington, D.C., 1972.

option would mean cutting into the program itself, since there is only one section per class at present.

c. Cut ("retrench") one or both of the instructors; since, at present, each instructor is competent in teaching a different set of courses than is the other instructor, such a move would result in cutting, or eliminating, the program itself.

d. Increase the size of the beginning classes, so that, even with current attrition rates, the Auto Tech program generates enough student credit hours to be self-sustaining. This move is vigorously resisted by the instructors. At present, beginning classes range between 20 and 30 in size. It is the contention of the two Auto Tech instructors that there is simply no way that they can adequately control and oversee a large-engine laboratory where 40 or 50 students at a time would be learning to dissemble, repair, and re-assemble automotive engines.

e. Decrease the drop-out/stop-out rate. At present, there is approximately a 70% attrition rate between the students enrolling in the first Auto Tech course, and those completing the final course in the Auto Tech sequence.

"With the current budgetary crisis facing SVC, Option A (accept the status quo) is not a viable alternative. After Option A, the next 'least painless' alternative is Option E, decreasing the drop-out/stop-out rate. It was my assignment to determine what, if anything, SVC can do to increase retention, and to get former drop-outs to re-enroll in advanced sections of the Auto Tech curriculum. A survey of the drop-outs revealed that the Number One Reason cited for dropping out was scheduling conflicts. Classes at SVC are presently scheduled when the instructors want the classes to be offered. Now, at IU, such an arrangement poses no serious problems, provided that no two classes required in the same semester are scheduled at the same time. This same freedom of scheduling simply does not exist at the community college level, however, for--by and large--our students are employed and have outside commitments, such as being married and raising a family, as well. This would seem to be especially true of the non-traditional student group at Sauk Valley. From my own personal perspective, this situation indicated a need for some sort of a computer program that would take information from the students themselves as to (1) the courses in which the student wishes to enroll, and (2) the times (and perhaps locations) that the student would be available to take these courses. After digesting all of this information from all possible student enrollees, this hypothetical computer program would then generate a print-out for each course showing when would be the optimal time to schedule and proposed class in order to achieve maximal enrollment. It also seems desirable that such a program should be written in a simple computer language, such as FORTRAN, COBOL, or BASIC, so that one need not be an expert computer programmer in order to make simple changes within the program. Such a program would seem to be useful not only for Sauk Valley College, but for many other educational institutions as well. Indeed, such an approach would seem pragmatically useful to the whole area of adult education. So far as I can tell, such a procedure and program do not now exist. I am presently engaged in attempting to develop just such a program for use by Sauk Valley College and by Vincennes University-Jasper Center. Also included in this program is the ability to report class and time preferences by certain variables, such as sex and age of the respondent, and whether or not the respondent has

been previously enrolled at the institution in question.

"My aim is to have this program operational sometime this semester. What will the results of such a survey tell us? Hopefully, they will tell us better times at which to offer the Auto Tech classes, and all other classes, so the SVC loses as few students as possible as a result of conflict between personal schedules and class schedules. It may indeed be that, as a result of faculty intuition, SVC currently possesses the optimal class schedule. However, we don't know this to be true--at the very worst, then, the use of the procedure and program that I have just described could only serve to reaffirm the confidence of the faculty in their own intuition when it comes to class scheduling.

"My coffee is getting cold, so I hope by now I've given you a sense of the contrasts in educational climate which seem to exist between Sauk Valley College and Indiana University. At SVC, we have a cafeteria-style, life-span model of education, and our only serious concern with drop-outs is over the havoc they cause us when trying to balance our institutional budget. With the operationalization of the student-demand scheduling procedure that I have just discussed, I would hope that SVC might be able to solve the type of retention problem that is unique to community-based education. Thank you for your time and your attention."